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ABSTRACT

This resource guide assists Wisconsin educators in successfully including students with disabilities in school-to-work activities with appropriate support services. Section 1 provides an overview of the School to Work Opportunities Act and Wisconsin's state plan for developing a comprehensive school-to-work system integrated with federal efforts such as the Goals 2000 program and the Educate America Act. Section 2 provides information on special populations including legal definitions from various major federal laws and transition follow-up data from national and Wisconsin sources. Section 3 considers strategies for inclusion and covers vocational assessment practices, educational accommodations, vocational education provisions, and gender equity. Section 4 focuses on linking school-to-work efforts with existing human resources in a variety of related programs in Wisconsin. Section 5 reviews legislation and court litigation related to school-to-work program accessibility such as the Individuals with Disabilities Education Act and the Americans with Disabilities Act. Section 6 provides additional resources such as an article on how adults with learning disabilities define learning disabilities, a report on the needs of minorities with disabilities, and information on the role of employers. (DB)

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ED 395 440

ALL MEANS ALL

Including Students from Special Populations in School to Work Programs

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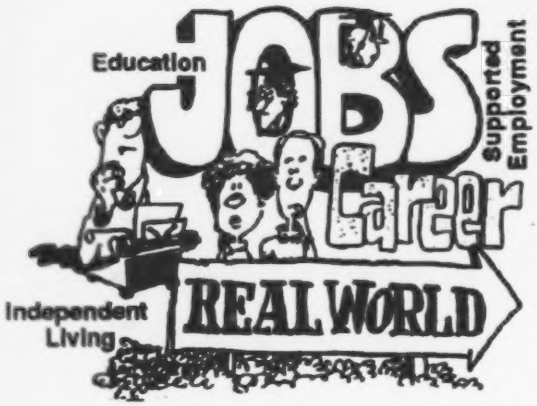

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Manual & Inservice Developed & Presented by:
The Wisconsin Special Populations Transition Action Team
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DVR

Wisconsin's Design for Transition Success Project

DPI

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FOREWORD

School-To-Work Leadership Group's "Special Populations Transition Action Team"

How/Why We Were Formed:

During the May, 1994 School-To-Work Leadership Group's meeting, members were in agreement that a subcommittee was needed to focus on issues surrounding students from special populations. Even though this issue had come up periodically, members of the group believed there had not been sufficient attention devoted to this unmet need at the local and state levels.

Mission:

Our purpose is to provide leadership and advocacy that promotes students' from special populations

- Recruitment
- Access
- Participation
- Accommodations and
- Successful completion

as an integral part of all School-To-Work activities. The team will strive to provide consistency and coordination of practices to include special populations in School-To-Work activities across programs, systems and agencies; and promote recognition that support services for special populations are a legitimate part of the School-To-Work system and incorporate them in reforms designed to improve this system.

Activities accomplished during the 1994-95 fiscal year:

1. Researched and selected school-to-work publications, assembled state special population student data reports, developed articles, assembled personnel resource listings, and printed the edited material as a school-to-work resource guide for local districts - ALL MEANS ALL: Including Students from Special Populations in School to Work Programs.

2. Developed and conducted a two hour training using "ALL MEANS ALL" for the School-To-Work Leadership Group and all recipients of local School-to-Work Opportunities Act grants at the May, 1995 state School-to-Work Conference.

3. Provided input into the development of Wisconsin's second year School-to-Work Opportunities Act project state plan.

4. Provided input into policy development for Wisconsin's Transition Systems Change Project.

Goals:

For fiscal year 1995-96, the Special Populations Transition Action Team proposes the following:

1. Provide technical assistance to the local School-To-Work grant recipients to implement targeted strategies for students from special populations.

2. Meet with and provide technical assistance to state STW leaders and the STW Policy Group.

3. Assist in the development and implementation of RFPs and project evaluation designs for the Youth Apprenticeship, Tech Prep, STW, Carl Perkins, Transition and other related projects/programs.

4. Update, reprint, disseminate and provide training on the "ALL MEANS ALL" manual.

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ALL MEANS ALL

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Section 1:

The School to Work Opportunities Act and Special Populations Overview

A. Overview of the School to Work Opportunities Act

B. Wisconsin's Plan for the School to Work Opportunities Act Grant

C. Youth with Disabilities and the School to Work Opportunities Act of 1994 (National Transition Network, Summer, 1994)

D. State Planning Guide for a Comprehensive School to Work System - Federal School to Work Opportunities Office

E. Chart Depicting the Relationships Among the Activities of GOALS 2000: Educate America Act, the School to Work Opportunities Act and Wisconsin School to Work Initiatives

A. SCHOOL TO WORK OPPORTUNITIES ACT SUMMARY

Posted: Special Net - Tue, May 3, 1994 National Association of State Directors of Special Education

Washington, DC -- This legislation authorizes funding for school-employer partnerships combining academics and work experience. School-to-work training would be available to all students but the legislation is designed primarily to help the 75 percent of American youth who will not pursue a four-year college degree. As such, this legislation could have a very positive effect on individuals with disabilities who do not plan to attend college.

The legislation sets up grant programs to enable students to participate in apprenticeships with local industries in a variety of jobs that require skills workmanship.

Following is an index to the titles of the legislation.

SCHOOL TO WORK OPPORTUNITIES ACT OF 1994

Title I - School-to-Work Opportunities Basic Program Components
Title II - School-to-Work Opportunities System Development and Implementation Grants to States
Title III - Federal Implementation Grants to Local Partnerships
Title IV - National Programs
Title V - Waiver of Statutory and Regulatory Requirements
Title VI - General Provisions
Title VII - Other Programs
Title VIII - Technical Provisions

There is authorized $300 million for FY 1995 and such sums for fiscal years 1996-1999.

This program is to be **jointly administered by the Secretary of Labor and the Secretary of Education**.

Among the purposes of this Act are:

1) to establish a national framework within which all States can create statewide School-to-Work Opportunities systems which are part of overall education reform, are integrated with Goals 2000, and which offer opportunities for participation by all students;

2) to facilitate the creation of a universal, high-quality school-to-work transition system that enables youth to move along a path that leads to productive

employment;

3) to utilize workplaces as active learning environments;

4) to promote the formation of local partnerships that are dedicated to linking the worlds of school and work among secondary schools and postsecondary educational institutions, private and public employers, labor organizations, government, community-based organizations, parents, students, SEAs, LEAs, and training and human service agencies;

5) to motivate all youths, including low achieving youths, school dropouts, and youths with disabilities, to stay in or return to school or a classroom setting and strive to succeed, by providing enriched learning experiences and assistance in obtaining good jobs and continuing their education in postsecondary educational institutions

Among the items defined in the definitions section are:

All students -	means both male and female students from a broad range of backgrounds and circumstances, including disadvantaged students, students with diverse racial, ethnic, or cultural backgrounds, American Indians, Alaska Natives, Native Hawaiians, **students with disabilities**, students with limited English proficiency, migrant children, school dropouts, and academically talented students.
Career Guidance and Counseling -	means programs that pertain to the body of subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decision making, placement skills, and knowledge and understanding of local, state, and national occupational, educational, and labor market needs, trends and opportunities; that assist individuals in making and implementing informed educational and occupational choices; and that aid students to develop career options with attention to surmounting gender, race, ethnic, disability, language, or socioeconomic impediments to career options and encouraging careers in non traditional employment.
Career Major -	means a coherent sequence of courses or field of study that prepares a student for a first job and that integrates academic and occupational learning,

	prepares the student for employment in a broad occupational cluster or industry sector, provides the student with strong experience in and understanding of all aspects of the industry, results in the award of a high school diploma or its equivalent, such as an alternative diploma or certificate for students with disabilities for whom such alternative diploma or certificate is appropriate.
Local Partnership -	means a local entity that is responsible for local School-to-Work programs consisting of employers, representatives of LEAs and local postsecondary educational institutions, local educators, representatives of labor organizations, and students and may also include community-based organizations, national trade associations working at the local levels, industrial extension centers, rehabilitation agencies and organizations, local vocational education entities, parent organizations, teacher organizations, vocational student organizations, or private industry councils.

TITLE I - SCHOOL-TO-WORK OPPORTUNITIES ACT'S BASIC PROGRAM COMPONENTS

School-to-work programs must provide "all students with equal access to the full range" of the required program components: school-based learning, work-based learning, and connecting activities.

School-Based Learning Component: The school-based learning component must include:

- career awareness and career exploration and counseling, beginning no later than the 7th grade;
- initial selection of a career major by interested students no later than the 11th grade;
- a program of study designed to meet the State academic content standards, including standards developed under Goals 2000, and to meet requirements necessary for postsecondary education and a skill certificate;
- a program of instruction and curriculum that integrates academic and vocational learning and incorporates instruction, to the extent practicable, in all aspects of an industry related to the student's career major;
- regularly scheduled evaluations with students and dropouts to identify their strengths and weaknesses and areas for additional learning opportunities;
- and procedures for easy entry into additional training or postsecondary education

and to facilitate the transfer of students between education and training programs.

Work-Based Learning Component: The work-based learning component must include:

- work experience;
- a program of job training and work experiences which are relevant to the career major of the student and which are coordinated with the school-based learning component;
- workplace mentoring;
- instruction in general workplace competencies; and
- broad instruction, to the extent possible, in all aspects of the industry.

Connecting Activities Component: The connecting activities component must include:

- matching students with the work-based learning opportunities of employers;
- providing for each student a school site mentor to act as a liaison between the student and others;
- providing technical assistance and services to employers and others in designing school-based learning components, counseling and case management services;
- and training teachers, workplace and school site mentors, and counselors;
- providing assistance to schools and employers to integrate school-based and work-based learning and integrate academic and occupational learning into the program;
- encouraging the active participation of employers in school-based and work-based learning programs;
- **providing assistance to participants in finding appropriate jobs, continuing their education, or securing additional training and linking participants with community services that may be necessary to ensure a smooth transition from school to work**;
- and linking youth development activities with employer and industry strategies for upgrading the skills of their workers;
- and collecting and analyzing information regarding post-program outcomes on the basis of socioeconomic status, race, gender, ethnicity, culture and disability and on the basis of participants who are limited English proficient, school dropouts, disadvantaged students or academically talented students.

TITLE II - SCHOOL-TO-WORK OPPORTUNITIES SYSTEM DEVELOPMENT AND IMPLEMENTATION GRANTS TO STATES

State Development Grants: The purpose of state development grants is to assist states in planning and developing comprehensive statewide school-to-work opportunities systems. A development grant may not exceed $1,000,000 for any fiscal year.

The application for a **development grant must include**:

1) a timetable and an estimate for the amount of funding needed;
2) a description of how the Governor, SEA, state agency officials responsible for economic development, employment, job training, postsecondary education, vocational education, **vocational rehabilitation**, and the Perkins Act, and other appropriate officials will collaborate in the planning and development of the system;
3) a description of how the state has and will continue to obtain the active and continued participation in the planning and development of the statewide system of employers and other interested parties;
4) a description of how the State will coordinate planning activities with local school-to-work programs;
5) a designation of the responsible fiscal agent; and
6) a description of how the State will provide opportunities for students from low-income families, low achieving students, students with limited English proficiency, **students with disabilities**, students living in rural communities with low population densities, school dropouts, and academically talented students to participate.

The legislation allows for states who are also applying for funds under Goals 2000 to combine the two applications with an assurance that the activities under the two Acts are consistent.

State Development Grants Activities: Activities to develop a statewide school-to-work opportunities system may include:

1) identifying current secondary and postsecondary school-to-work programs;
2) identifying or establishing partnerships to participate in the design, development and administration of the program;
3) promoting the active involvement of businesses in planning, developing, and implementing local school-to-work programs and in establishing partnerships between businesses and elementary, middle, and secondary schools;
4) supporting local planning and development activities to provide guidance, training and technical assistance for teachers, employers, mentors, counselors, administrators, and others;
5) developing a training and technical support system for teachers, employers, mentors, counselors, related services personnel, and others that includes **specialized training and technical support for the counseling and training of women, minorities, and individuals with disabilities for high-skill, high-wage careers in nontraditional employment;**
6) developing a state process for issuing skill certificates;
7) running pilot programs to test key components of the system;
8) designing challenging curricula that provide for diverse learning needs and

abilities;

9) working with localities to develop strategies to recruit and retain participants;
10) coordinating recruitment of out-of-school, at-risk, and disadvantaged youths with organizations that have successfully worked with such youths; and
11) providing technical assistance to rural areas.

State Implementation Grants: The purpose of the state implementation grants is to assist states in the implementation of comprehensive statewide school-to-work opportunities systems.

A state may receive one implementation grant which shall not exceed five years in length. The application for a grant can be combined and coordinated with the Goals 2000 application.

The application must include a comprehensive state plan, how funds will be allocated, any requests for waivers, and how various state officials will collaborate.

State Implementation Grant State Plan: The state plan must include a variety of items. **The comprehensive school-to- work system plan must describe (this is not a complete list):**

1) the manner in which the State has obtained and will continue to obtain the active and continued involvement of employers and other interested parties;
2) how the system will coordinate with or integrate local school-to-work programs already in existence;
3) the strategy for providing training for staff, including specialized training for the counseling and training of women, minorities, and **individuals with disabilities**;
4) how the state will adopt, develop or assist local partnerships to adopt or develop innovative instructional methodologies;
5) how the state will expand and improve career and academic counseling in elementary and secondary schools;
6) the strategy for integrating academic and vocational education;
7) the extent to which the state system will include programs that require paid high-quality, work-based learning experiences and the steps the state will take to generate such experiences;
8) how the state will **ensure opportunities to participate for** women, low achieving students, **students with disabilities**, school dropouts, and academically talented students;
9) how the state will serve students from rural communities with low population densities;
10) the performance standards that the state intends to meet in establishing and carrying out the statewide system; and
11) procedures to ensure access to additional training or postsecondary education.

Additional activities that a state may carry out are:

1) recruit and provide assistance to employers;
2) provide training for teachers, employers, workplace mentors, school site mentors, counselors, related services personnel, and other parties;
3) design or adapt model curricula that can be used to integrate academic, vocational and occupational learning;
4) conduct outreach activities; and
5) design career awareness and exploration activities.

Not less than 70% of the State's grant in the first fiscal year must be used for subgrants to local partnerships, with not less than 80% in the second year and not less than 90% in the third and subsequent years.

In reviewing state plans, priority will be given to applications that require paid, high-quality work-based learning experiences.

Subgrants to Local Partnerships: A local partnership may submit an application for a subgrant to the State. **Allowable activities under these subgrants include:**

1) designing or adapting school curricula to integrate academic, vocational, and occupational learning, school- and work-based learning, and secondary and postsecondary education for all students;
2) establishing a graduation assistance program to assist at-risk and low-achieving students and students with disabilities in graduating from high school, enrolling in postsecondary education or training, and finding or advancing in jobs;
3) providing services for career exploration and awareness, counseling and mentoring, and college awareness and preparation beginning not later than 7th grade;
4) providing supplementary and support services, including child care and transportation;
5) integrating school- and work-based learning into currently existing job-training programs for school dropouts; and
6) establishing or expanding school-to-apprenticeship programs.

TITLE III - FEDERAL IMPLEMENTATION GRANTS TO LOCAL PARTNERSHIPS

The purposes of this title are to authorize the Secretaries to provide competitive grants directly to local partnerships in order to "provide funding for communities that have built a sound planning and development base for School-to-Work Opportunities programs" and are ready to begin its implementation and to provide competitive grants to local partnerships in high poverty areas of urban and rural communities.

The local partnership must first submit an application to the State and include the state's comments in its application to the Secretaries. The application must contain the same information as required in a state plan as described in the summary of Title II of the Act.

TITLE IV - NATIONAL PROGRAMS

Research, Demonstration and Other Projects: The Secretaries are directed to conduct research and development projects and establish a program of experimental and demonstration projects to further "the purposes of this Act." Performance Outcomes and Evaluation: The Secretaries (of Education and Labor) must establish a **system of performance measures for assessing state and local programs** regarding:

1) **participation** by employers, schools, students and school dropouts, including information on gender, race, ethnicity, socioeconomic background, limited English proficiency, and **disability of all participants** and whether the participants are academically talented;

2) **outcomes** for participating students and school dropouts by gender, race, ethnicity, socioeconomic background, limited English proficiency, and disability of the participants and whether the participants are academically talented, including information on:

   a) academic learning gains;
   b) staying in school and earning a high school diploma, certificate (where appropriate for students with disabilities), skill certificate, and postsecondary degree;
   c) attainment of strong experience in and understanding of the industry the student is entering;
   d) placement and retention in further education or training;
   e) job placement, retention and earnings;
   f) and the extent to which the program has met employer's needs.

Training and Technical Assistance: The Secretaries are authorized to provide, through grants, contracts or otherwise to provide training, technical assistance and other activities that will enhance the skills, knowledge and expertise of the personnel involved in planning and implementing school-to work opportunities programs; improve the quality of services provided to individuals under this Act; assist states and local partnerships to integrate resources and to assist states and local partnerships to design and implement school-sponsored enterprises.

Capacity Building and Information and Dissemination Network. The Secretary of Education and Labor shall use established resources to collect and disseminate information on successful school-to-work opportunities programs, on research and evaluation conducted concerning school-to-work programs, on skill certificates, skill standards and related assessment technologies, and on methods for recruiting and building the capacity of employers to provide work-based learning opportunities.

Reports to Congress. The Secretaries shall submit a report to Congress on the activities carried out under this act annually.

TITLE V - WAIVER OF STATUTORY AND REGULATORY REQUIREMENTS

The legislation allows for states and local partnerships to apply for waivers of one or more requirements of certain provisions of the Elementary and Secondary Education Act and the Carl Perkins Vocational and Applied Technology Act. No provisions of the Job Training Partnership Act may be waived.

Combination of Federal Funds for High Poverty Schools: The legislation allows for local partnerships receiving funds under this Act to integrate activities under this Act with school-to-work activities under other Acts to maximize the effective use of funds. A local partnership would need to include information in their application to explain how the funds will be combined and used.

Combination of Federal Funds by States for School-to-Work Activities: A state with an approved state plan may carry out its activities using funds under this Act in combination with funds available under certain sections of the Perkins Act and the Job Training Partnership Act. States wishing to combine funds must include the necessary information in their application.

TITLE VI - GENERAL PROVISIONS

The legislation includes the following **prohibitions**:

1) no student shall displace any currently employed worker;
2) no program shall impair existing contracts for services or collective bargaining agreements;
3) no student shall be employed or fill a job when another individual is on temporary layoff or when an employee has been terminated; and
4) no funds appropriated under this Act shall be used for wages for students or mentors.

TITLE VII - OTHER PROGRAMS

Reauthorization of Job Training for the Homeless Demonstration Program Under the Stewart B. McKinney Homeless Assistance Act: Technical amendments were made to this legislation.

Tech-Prep Programs: Technical amendments were made to this program.

Alaska Native Art and Culture: The Secretary of the Interior is authorized to make grants supporting programs for Native Hawaiian or Alaska Native culture and arts development.

Job Training: The legislation contains an amendment to the Job Training Partnership Act to all enrollees in the Job Corps with allowances for child care costs, such as food, clothing, and health care for the child for their first two months of participation on the program.

TITLE VIII - TECHNICAL PROVISIONS

The legislation has a sunset provision to terminate the Act on October 1, 2001.

B. State of Wisconsin
School-to-Work
State Plan

June 1995

Department of Industry, Labor and Human Relations
Department of Public Instruction
Department of Health and Social Services
Wisconsin Technical College System
University of Wisconsin System
Wisconsin Department of Administration

One—Geographical Areas

The geographic areas for Wisconsin's local School-to-Work Opportunities Act (STWOA) partnerships were created in accordance with requirements set forth in the local program Request For Proposals, which mirrored federal STWOA legislation. These partnerships are required to have the size and program capacity to be able to serve the youth in their labor market area. Partnerships are broad based, include specified representation, and must reflect local labor market areas. Local partnerships steering committees consist of employers, representatives of local secondary and postsecondary institutions, labor representatives, students and parents, and various other community businesses, employment and training agencies and educational organizations. In most cases the partnerships are comprised of multiple K-12 districts, often contiguous with existing technical college or Cooperative Educational Service Area (CESA) boundaries.

Partnership	Number of School Districts	Number of High Schools	9-12 Student Population	Type of Funding as of 6/1/95	
				Implementation	Planning
CESA #2 (Jefferson Co.)	6	6	3,033	X	
CESA #7 (Green Bay)	37	41	21,000	X	
CESA #4 (LaCrosse)	28	29	11,814	X	
West Bend S.D.	5	7	5,990	X	
Eau Claire S.D.	2	3	3,180	X	
Waukesha Tech College	12	14	15,242	X	
Marshfield Chamber of Commerce	6	6	2,145	X	
CESA #6	19	20	11,394	X	
Ozaukee County	6	6	4,356	X	
Northcentral Tech College	12	14	8,058	X	
Hudson S.D.	4	4	2,052	X	
Wauwatosa S.D.	1	4	2,131	X	
Rock County	6	7	6,242	X	

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Partnership	Number of School Districts	Number of High Schools	9-12 Student Population	Type of Funding as of 6/1/95	
				Implementation	Planning
Milwaukee	11	15	20,503	X	
Lakeshore Tech College	13	15	9,008	X	
Dane Co. CESA #2	15	23	15,510	X	
CESA #11	28	28	8,367	X	
Nicolet Tech College	15	11	3,965	X	
Delavan-Darian S.D.	5	5	2,633	X	
South Milwaukee S.D.	3	3	3,493	X	
CESA #3	27	27	7,267		X
CESA #5	14	14	5,349		X
Mid-State Tech College	13	13	5,183		X
CESA #10	22	22	7,480		X
Green County	7	7	1,971		X
WI School for the Deaf	1	1	76		X
Southwest Tech Prep	5	5	4,001		X
Northshore Consortium	3	3	2,618		X
Northern MATC/CESA #5	14	14	4,613		X
River Valley Consortium	3	3	1,394		X
Northwest Concentrated Employment Program (Ashland)	23	23	6,067	Direct Federal STWOA Award	
Fox Cities Chamber of Commerce (Appleton)	10	11	9,189	Direct Federal STWOA Award	

Two—Local Support and Expansion of STW Opportunities Programs

The state continues to encourage local programs at the community level that meet all guidelines of STWOA. Local programs are created in response to a competitive RFP process that includes both planning and implementation grant competitions. The state has recently funded the second of three series of planning grants, and is currently planning for the second aeries of implementation grant funding.

Local STWOA funded partnerships have evolved from structures and partnerships already in existence. Local STWOA funded programs agree to work toward fundamental benchmarks, and regular reporting of progress toward these benchmarks will allow the state to identify technical assistance needs and promote development of effective programs.

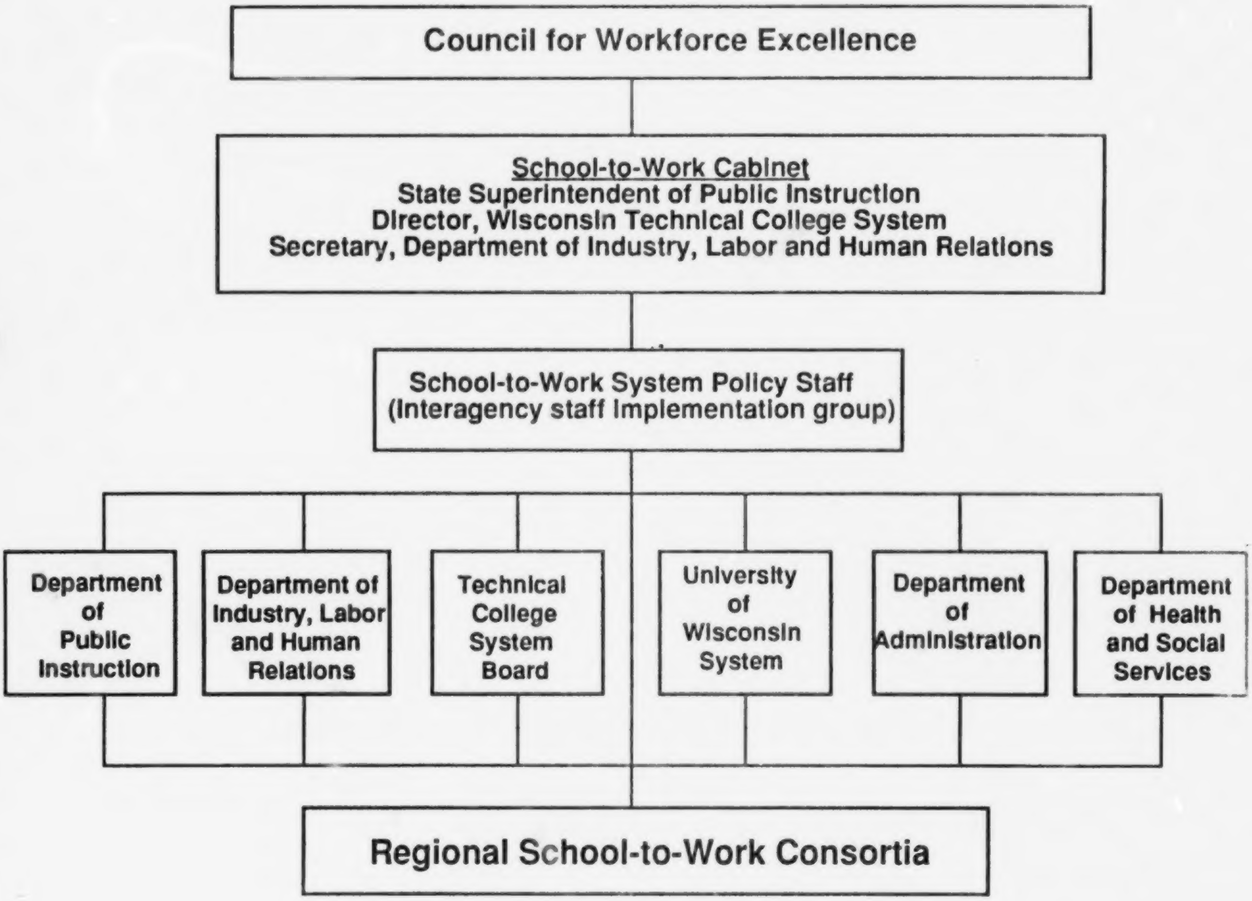
Local Wisconsin partnerships are typically multi-district—especially in rural areas—which allow local resources to be coordinated in support of school-to-work activities. Both rural and urban areas are well-represented, with over 86% of the state's school districts included in an STWOA funded partnership as a result of a competitive grant process. The expressed goal for the state is 100% participation, and this will be attained through:

- continued utilization of distance learning resources which help facilitate program development in rural areas;
- sharing of school-to-work models and ideas which can be effective in rural and urban areas, respectively;
- targeted state-level and regional-level technical assistance for those areas which have not yet applied or which haven't met the funding criteria. State technical assistance is provided through:
    - regular communication and compliance discussions;
    - periodic meetings of local program representatives where topics and issues are addressed; and
    - state staff on-site visits to address regional and local needs. Regional entities serving significant roles in technical assistance, capacity-building, program development and general marketing includes the state's STWOA Partnerships, Tech Prep consortia (organized around technical college districts), CESAs (12 regional organizations of school districts), local chambers of commerce, and Private Industry Councils (organized on a regional labor market basis).

For development of skill standards and skill certificated in work based learning, the state's approach is to organize industries by creating partnerships with statewide industry and trade associations. These associations organize access to specific employers, businesses, and labor representation for participation on skills standards committees, provide membership for advisory groups developing statewide curriculum, and promote establishment of local programs.

Three—Collaborative Implementation of STW Opportunities

Wisconsin has established a specific structure to continue guiding the development and implementation of its School-to-Work Opportunities system (see figure). Elected and appointed officials, the private sector, and the Wisconsin Legislature are all system participants and are all in full agreement that Wisconsin is in the long-term process of establishing a school-to-work transition system that meets the needs of students and employers.


Council for Workforce Excellence
School-to-Work Cabinet
State Superintendent of Public Instruction
Director, Wisconsin Technical College System
Secretary, Department of Industry, Labor and Human Relations
School-to-Work System Policy Staff
(Interagency staff implementation group)
Department of Public Instruction
Department of Industry, Labor and Human Relations
Technical College System Board
University of Wisconsin System
Department of Administration
Department of Health and Social Services
Regional School-to-Work Consortia

- **School-to-Work Opportunities Act (STWOA) System Oversight**

The state is creating a Council for Workforce Excellence. This council represents all sectors of the system, including public agencies and entities, the private sector, and organized labor. One of the council's priorities is to integrate school-to-work policies with all other education and training systems and governing bodies in the state. Another priority is to advise on the implementation strategies for developing a statewide school-to-work system.

The School-to-Work (STW) Cabinet is charged with policy, oversight, and coordination responsibilities, including: coordination of state-level planning; development and implementation activities; monitoring progress toward achievement of statewide benchmarks; coordination of budget requests for school-to-work initiatives; preparing regular reports to the governor on the status of all aspects of Wisconsin's school-to-work initiatives; coordination of responses to federal evaluation and audit activities related to school-to-work transition; and coordination of federal program funding related to school-to-work transition, including development of state response to waiver authority under STWOA.

- **Interagency Coordination and Staffing**

State agency staff are designated to work at the operational level on system design and implementation. Executive and administrative agencies are responsible for implementing and managing discrete elements of Wisconsin's school-to-work system. The Department of Public Instruction (DPI), the Department of Industry, Labor and Human Relations (DILHR), the Department of Administration (DOA), Wisconsin Technical College System Board (WTCSB), the Department of Health and Social Services (DHSS), and the University of Wisconsin System have all designated appropriate staff to provide technical assistance, local partnership development, and general support for implementation. Each agency also has the following specific programmatic responsibilities:

  - ***the Department of Administration.***

    DOA is responsible for conducting all financial and performance audits related to school-to-work transition at the agency level as well as audits of funds awarded to local partnerships. DOA is responsible for conducting periodic evaluations of the performance of local partnerships as well as the performance of the entire school-to-work system.

  - ***the Department of Public Instruction.***

    The Department of Public Instruction (DPI) is primarily responsible for the development of integrated and applied curriculum products and methodologies and

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professional staff development included in school based and work based learning at the secondary school level; development and implementation of cooperative education skill standards; continued development of school based career counseling; continued support for educational standards contained in Education for Employment, the Wisconsin Developmental Guidance Model, the Wisconsin Educational Goals, and Wisconsin Learner Outcomes; continued development of the Wisconsin Student Assessment System, joint responsibility with WTCS for continued development of Tech Prep at the secondary level; and consulting services to local education agencies.

❖ ***the Department of Industry, Labor, and Human Relations.***

The Department of Industry, Labor, and Human Relations (DILHR) acts as fiscal agent for all federal STWOA planning and implementation grant funds awarded to the State of Wisconsin. DILHR is responsible for overseeing the development of statewide industry skill standards for programs that are a part of the Wisconsin School-to-Work Opportunities system; continued administration of Youth Apprenticeship, which provides the standard for the work based portion of STW programs; continued development of the community career counseling centers (including labor market information that is used within the centers and by the Wisconsin Career Information Service); and awarding skill certificates to all students who demonstrate mastery of industry skill standards in a STW program in Wisconsin.

❖ ***the Governor's Office for Workforce Excellence***

Enacted as part of 1993 Wisconsin Act 16, this office coordinates the efforts of several state agencies and numerous state and federal resources to focus on the critical needs of Wisconsin's workforce, advising the DILHR Secretary on issues related to labor market information, the defining skill standards for key occupations, and other issues central to promoting workforce excellence. OWE is administratively housed within DILHR and is responsible for managing the youth apprenticeship programs and career counseling centers within the state.

❖ ***the Technical College System Board***

The Wisconsin Technical College System Board (WTCS) has joint responsibility for administering Wisconsin's Tech Prep initiative, including providing support for regional Tech Prep consortia; development of postsecondary instructional staff; developing integrated and applied curricula and methodologies; and developing system wide articulation agreements.

- **the Department of Health and Social Services**

  The Department of Health and Social Services (DHSS) is responsible for integrating special population strategies into Wisconsin's school-to-work system, coordinating STWOA activities with the IDEA Transition Systems Change Grant, and providing professional development and technical assistance to the field in these areas.

- **the University of Wisconsin System**

  The University of Wisconsin System is involved in and provides leadership for: professional development for teachers, school to work evaluation system for the state, technical assistance, competency based admission, public information and participation on local Tech Prep and school-to-work partnerships.

Four—Support From Individuals and Entities for State Plan

The support of individuals and entities is evidenced in the letters of support for Wisconsin's original School-to-Work Opportunities Act grant application. Although some of the individual names have changed from the original letter of support the agency or organization maintains a strong commitment to school to work. Letter were originally submitted by:

Tommy G. Thompson, Governor
State of Wisconsin

James E. Klauser, Secretary
Wisconsin Department of Administration

John T. Benson, State Superintendent
Wisconsin Department of Public Instruction

Carol Skornicka, Secretary
Wisconsin Department of Industry, Labor and Human Relations

Dwight A. York, State Director
Wisconsin Technical College System

Ken Cole, Executive Director
Wisconsin Association of School Boards, Inc.

Dick Dignan, Executive Director
Wisconsin Council on Vocational Education

Howard Fuller, Ph.D., Superintendent of Schools
Milwaukee Public Schools

James S. Haney, President
Wisconsin Manufacturers & Commerce

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Charles N. Lentz, Executive Secretary
Wisconsin Education Association Council

Jack B. Reihl, President
Wisconsin State AFL-CIO

Five—Entities that are Active and Will Continue Involvement in Statewide Opportunities System

The state has obtained and will continue to obtain the active and continued involvement in the STWOA system of employers and other interested parties through the following procedures:

- Administering employer training grants, paid for through an appropriation of state funds, as an incentive for employer recruitment
- Continuing development, organization, and involvement of industries as statewide partners in skill standard development for work based learning programs
- Working with the Wisconsin Manufacturers and Commerce and a variety of other trade associations and labor organizations to encourage the participation of new communities and industries
- Continuing to convert existing cooperative education, summer youth programs, and other work based funded programs into industry based skill standard programs consistent with Wisconsin's standards under the STWOA
- Requiring local and regional STW partnership governance to include broad based representation including employers, local elected officials, secondary schools, postsecondary institutions, business associations, employees, labor organizations or personnel, students, parents, community based organizations, rehabilitation agencies and organizations, vocational education agencies and student organizations, cooperative education service agencies, and human service agencies.

Six—Coordination or Integration of Related Federal Funds into Local STW Programs

(A) the Adult Education Act (20 U.S.C. 1201 et seq.);

Although Adult Education Act funds are typically not yet integrated into school -to-work programs, the Wisconsin Technical College System Board (which administers these funds) is a primary partner in state-level school-to-work policy and activities and is beginning implementation of a long-range plan in which adult basic education is viewed as an integral part of the school-to-work continuum. Philosophies and practices fundamental to school-to-work reform will continue to be implemented throughout the technical college basic and occupational education programming.

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(B) the Carl D. Perkins Vocational and Applied Technology Education Act (20 U.S.C. 2301 et seq);

School to work is built on the foundation developed through the Carl D. Perkins Vocational and Applied Technology Education Act. School-to-work partnership grants will coordinate with Carl Perkins Act providing services to special populations in the following areas: gender equity, single parents, program outreach, assessment, career guidance and counseling, support services, and nontraditional occupations. Carl Perkins grant dollars are also used to support integrated and applied curriculum development, work based learning opportunities and professional staff development consistent with the school-to-work philosophy.

(C) the Elementary and Secondary Education Act of 1965 (20 U.S.C. 2701 et seq.);

The Elementary and Secondary Education Act of 1965 was reauthorized as the Improving America's Schools Act of 1994 (IASA). The Office of School to Work at DPI has contributed, through the IASA committee team at DPI, to the Preliminary Consolidated State Plan distributed to all LEA's in Wisconsin in May 1995.

The state IASA goals and objectives in the Preliminary Consolidated State Plan that directly relate to STW are:

Goal 1: To integrate and link the management of all federal programs administered by the department to promote equity, efficiency, administrative flexibility and accountability for student learning.

Goal 2: To move both the DPI and local school districts and individual school buildings forward in the process of planning and implementing systemic restructuring while providing extensive opportunities to help department staff and all educators statewide to look at educational programs as part of a greater whole rather than as individual unrelated parts.

(D) Higher Education Act

Although High Education Act (HEA) funds are typically not yet integrated into local school-to-work programs, the University of Wisconsin System and its 13 campuses actively support school to work in the following ways:

- professional development for teachers;
- technical assistance
- competency based admission

- state evaluation system for school to work
- public information and participation on local Tech Prep and school-to-work partnerships

(E) part F of Title IV of the Social Security Act (42 U.S.C. 681 et seq.);

During the next year all of these funds currently administered by the Department of Health and Social Services and DILHR will be organizationally moved into DILHR. This reorganization will enable a closer working relationship between the "JOBS" program, which provides vocational services to Families with Dependent Children, and school-to-work programs administered by DILHR. The STW policy group will encourage local partnerships to coordinate services for students who are eligible parents. Guiding policy and procedures will be developed to assure this coordination takes place.

(F) the Goals 2000: Educate America Act;

Wisconsin stands poised to take full advantage of the opportunity Goals 2000 offers us to plan for and implement voluntary comprehensive, statewide, systemic reform beginning at the grassroots level. Groundwork has already been laid in many of the areas cited in Goals 2000 and has been ongoing for the past ten years in Wisconsin as noted by the following indicators:

- 20 Standards for Education Excellence (1985-present)
- Guides to Curriculum Development in all academic areas (1985-present)
- Family Involvement /Participation in Schools and Community Program (1987-present)
- School-to-Work initiatives (1985-present)
    - Education for Employment (1985-present)
    - Developmental Guidance Model (1986-present)
    - Governor's Commission for a Quality Workforce (1991)
    - WTCSB/DPI Task force on Implementing Occupational Options (1991)
    - Tech Prep (1991-present)
    - Youth Apprenticeship (1991-present)
    - School-to-Work Planning and Implementation Grants (1994)
- Commission on Schools for the 21st Century (1990)
- The Wisconsin Third Grade Reading Test (1988-present)
- Wisconsin Goals, Outcomes and Assessment (1993-present)
- Wisconsin Student Assessment System (1992-present)
- The Village Partnership statewide collaboration effort (1992-present)
- Connecting the Curriculum Federal Grant (1993-1996)

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- Frameworks in Science and Math Federal Grant 1993-96)
- Challenging Content Standards Federal Grant (1994-97)
- DPI Strategic Goals
  - Learner Results
  - Lifelong Learning
  - Equity
  - Technology
  - Partnerships
  - Knowing and Caring about Education
  - Internal Organization

Wisconsin intends to use Goals 2000 as a framework to move statewide initiatives into a coherent, comprehensive system to be used on a voluntary basis by local schools and communities as they develop their own grassroots systemic reform plans.

(G) the National Skills Standards Act of 1994;

Recently, the National Skill Standards Board established by the National Skill Standards Act of 1994) began deliberation to create voluntary national standards. Two Wisconsin educators are members of this national board and will assist in providing insight on linking work based certification initiatives operating in the Wisconsin School-to-Work system to national standards approved in the future. The Wisconsin School-to-Work system anticipated the development of national skills standards in the establishment of industry skill standards developed for the Youth Apprenticeship Program and the emerging cooperative education skills certification process. Youth apprenticeship curriculum incorporates or is aligned with national skill standards when they are available within an industry.

This Act has also supported national demonstration projects, several of which overlap industry competency standards developed in the Wisconsin Youth Apprenticeship Program and the new co-op skills certification. Wisconsin employers, particularly in printing and manufacturing, are working through trade associations and the Great Lakes Governor's Council to participate in validation activities generated by these demonstration projects. This validation effort will inform development of a statewide system for calibrating youth apprenticeship and co-op skill standards against national standards.

(H) the Individuals with Disabilities Education Act (20 U.S.C. 1400 et seq.);

Wisconsin's School-to-Work Opportunities system coordinates with special education programs funded under the Individuals with Disabilities Education Act (IDEA) in four specific respects:

- ❖ Wisconsin's Department of Public Instruction and Division of Vocational Rehabilitation are joint recipients of the 5 year Transition Systems Change Grant for Youth with Disabilities under IDEA. As part of Wisconsin's commitment to coordinate all school-to-work programs, the Co-coordinator of "Wisconsin's Design for Transition Success" project from the Division of Vocational Rehabilitation, who is also the DVR's Supported Employment Director, is a member of the School-to-Work System Policy staff. Her primary roles on the policy group is to ensure the inclusion of students from special populations in the school-to-work programs as well as ensure that the rights of students with disabilities protected under IDEA are integrated into the school-to-work system.
- ❖ Wisconsin is in its second year of our 5 year IDEA Transition Systems Change grant. Within our grant, 15 local interagency transition consortia will be funded for three year projects. These local projects are required, as a condition for funding, to participate with their local school-to-work partnership and obtain letters of commitment from the project director to collaborate in all transition project activities.
- ❖ The State Education Agency (SEA) required under IDEA to ensure a free appropriate public education for all students with disabilities is the Department of Public Instruction. As the administrator of federal IDEA funding, the DPI annually awards discretionary IDEA funds to local districts based on competitive projects addressing state priority needs in special education. For the last 10 years, DPI has established "Transition Services" as a priority project area and awarded up to $700,000 annually to local transition projects. For the last two years, these projects have been strongly urged to coordinate their activities with local school-to-work projects. In addition, all existing local transition project directors' were notified of the school-to-work project awards, urged to participate on their committees and invited to the first state training with their school-to-work project administrators.

(I) the Job Training Partnership Act (29 U.S.C. 1501 et seq.);

All youth activities in Wisconsin's plan for implementation of JTPA are focused on the school-to-work elements of school based, work based and connecting activities. The school based portion concentrates on providing smaller class ratios and mentoring to improve students' academic and employability skill development. The work based portion provides paid employability and career development experiences, and the connecting activities provide career counseling and information, strategies to access any special services needed for youth and linkages to adult role models for economically disadvantaged, at risk youth.

The 8% funding will be used to facilitate school-to-work transition in secondary schools. This will involve coordination between the employment and training system and the public school system. As a result, youth will stay in school, gain competencies, and earn a diploma. The following goals have been identified for the 8% education coordination grant dollars:

- To coordinate services to in-school youth under JTPA with the school-to-work transition initiative, Children at Risk programs, the Carl Perkins Vocational and Applied Technology Act, and with the legislated Wisconsin Youth Initiative (WYI) funds.
- To provide technical assistance on school-to-work transition, work based learning and academic enrichment to other JTPA grantees.
- To have secondary schools become effective service providers of JTPA programs.
- To improve program youths employer-identified job skills which include reading, writing, computation, learning to learn, problem solving, personal management, interpersonal relations skills, and job retention skills such as attitude and motivation. Project staff as selected by the grantee will apply appropriate curriculum to be delivered during the two year project span.
- To increase the consciousness of secondary schools and Private Industry Councils (PIC) relative to their need to serve at risk youth with II-B, II-C, and 8% set aside funds in coordinated year-round programs.

(J) the Act of August 16, 1937 (commonly known as the "National Apprenticeship Act"; 50 Stat. 664, chapter 663; 29 U.S.C. 50 et seq.);

The implementation of the STWOA grant is coordinated with the National Apprenticeship Act through the State Coordinating Planning Council, which includes persons responsible for a variety of related grants. This group meets monthly to share information and plan activities that provide for a state wide systemic approach to management of employment and training systems in Wisconsin. DILHR coordinates the administration of Youth Apprenticeship Program with the Bureau of Apprenticeship Standards. Credit for skills gained in youth apprenticeship will be determined and approved by the BAS state committees.

(K) the Rehabilitation Act of 1973 (29 U.S.C. 701 et seq.);

Wisconsin school to work has invited and obtained the active participation of a Division of Vocational Rehabilitation staff member on the policy work group. She has and will continue to keep the Division informed of school-to-work activities and potential opportunities for vocational rehabilitation clients. We will be promoting local district office involvement in local school-to-work initiatives.

(L) the National and Community Service Act of 1990 (42 U.S.C. 12501 et seq.);

The National and Community Services Act (NCSA) is a national initiative to spur states to encourage youth volunteerism. DPI has taken a leadership and supportive role in the development of youth service learning initiatives in Wisconsin in a project called "Serve America." Recent research suggests that when students are involved in school related activities, they feel connected to the environment, which reduces alienation and social isolation, a common characteristic of students at risk. Reductions in student substance use and increases in student school success are a direct result of involving youth in volunteer activities. Student self-esteem and self-confidence are also likely to increase. DPI school-to-work projects will explore joint activities with NCSA in the youth service learning initiatives of "Serve America."

Seven—Specialized Training and Technical Support

The Special Populations sub-committee of the STW Leadership Group developed a comprehensive manual on working with special populations and presented it at the Spring "95 STW Leadership meeting. They will be involved in future training activities. IDEA Transition Project staff provided training to STW participants at the statewide meeting on inclusion of students with disabilities and also provided training to special educators about the opportunities available with school-to-work programs.

Eight—Statewide Curriculum Development Process

Wisconsin's strategy for providing training for all key players differs based on their involvement in past Tech Prep and School-to-Work initiatives, their current needs and their future directions toward developing a statewide system. Through STWOA the training strategies are as follows:

- ❖ For the past two years through Title III E (Tech Prep) funding, we have been working with our 16 consortia statewide to develop a train the trainer model for integrated and applied curriculum development. This model is based on five days of training and a K-life curricular framework that integrates skill standards, integrated/applied learning, WI Educational Goals

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and Learner Outcomes, our assessment system at grades 4, 8, 10, and developmental/career guidance.

We now have over 500 trainers (who are teachers/peers) statewide. These trainers are working within each of the consortia statewide to expand the process and knowledge base of others. In addition, each consortia continues to bring new people into the process each year and we have plans to continue this process. The final piece is the development of a database that will be completed by the summer of 1995 which will have sample integrated/applied tasks and information regarding elements of integrated and curriculum reform that can be accessed by the field to further increase awareness.

- The state understands the crucial role of school administrators in curriculum reform and school-to-work system building. Considerable effort will be spent on helping administrators take a leadership role in infusing school-to-work concepts into the total school curriculum.
- Mentor training delivered to local consortia and partnerships on a regular (twice a year). The training is co-sponsored by DILHR and the Fox Valley Technical College.
- The state's employers receive information on school-to-work initiatives on a regular basis through the state's newsletter that is sent to 3700 businesses and Chambers of Commerce. Formal links have been established and will expand with Wisconsin's Manufacturing and Commerce Association, a statewide group representing business and industry.
- Counselor training is conducted on a consortium wide basis reflecting the career development needs and progress of high schools within a particular locale. Since most high schools and technical colleges are in the process of developing curriculum maps, developing career majors and implementing the Life/Work Development model will be the next training activities.
- Related services personnel are incorporated into the staff development activities of the consortium/partnership, therefore special population, women, minority and disabled individual priorities are addressed in the planning stages of the STWOA effort. This is a requirement set forth in the RFP for awarding local funds; consortium and partnerships are accountable for their inclusion, for expansion of opportunities for these individuals and for effectively serving them through STWOA programs.
- Industry driven competency based curriculum has been developed in nine occupational areas. Students completing a state approved curricular area will receive a state skill certificate. This curriculum development process is used to identify and measure skill competencies through performance measures.
- The state has made a commitment to establishing a "Special Populations/Transition Action Team" that oversees and recommends policy and action for meeting the needs of all students through school to work. The action team reviews all RFPs and project documents, develops materials for local implementation sites to use in serving special populations students (for

instance, an implementation handbook, "All Means All"), has representation on the School-to-Work Policy Team. Individual action team members and other related service personnel serve on all local consortium/partnership governing boards.

Future training and technical assistance needs will be identified and addressed through periodic benchmark reports required of local partnerships. These will be analyzed and incorporated into a statewide plan for staff development and training.

Nine—The Expansion and Improvement of Career and Academic Counseling

Eight Wisconsin career centers for youth opened between October 1994 and April 1995 and served 9,000 users in the first seven months. Typically, over 95% of the career center users are children and youth. A recent survey of 1000 users found 80% were in 8th or 9th grade; 5% in 6th grade; and 10% in the 11th grade.

Career centers offer career planning assistance to youth who need to learn about the world of work and what they are good at and who need guidance in determining a career goal and in structuring a career path to get there. Career centers provide youth with the latest in high technology tools and resources and have available a wide array of career exploration materials.

Through this effort, we are working statewide to increase linkages between the Career Centers, Job Centers, and our local school districts. Specifically we have plans to:

- Link students to the career centers and the local school districts. Currently, Career Centers are using career planners with all student/visitors and we are looking for strategies to link these career planners back to the local school districts.
- Develop strategies K-14 to link level III of Wisconsin Developmental Guidance Program (which means career guidance will become a day-to-day part of the classroom teachers role on a systematic basis) to the Career Centers.

By working closely with the Job Service and the job centers the exchange of labor market information will be facilitated, as will clients needing special services available at a particular career or job center site. Informational resources such as JobNet—the Jobs, Employment and Training Division operated automated labor market information system, will be more easily shared when JobNet kiosks can be placed in career centers, and/or when the JobNet information becomes available to the career center users on the Internet.

Ten—Integration of Academic and Vocational Education

The teaching-learning paradigm that underlies school to work embraces the notion that all students can achieve higher levels of competence than was formerly thought possible in almost any area they choose. However, to achieve higher levels requires changes in teacher behaviors from dispensers of knowledge and grades to facilitators of successful learning experiences for all students. In addition,

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academic subject matter must be examined and updated to ensure that all content has abundant application to the real world. Integration between disciplines must occur so that students are better able to make intellectual connections between what they learn in various courses. Vocational-technical courses also require revision and expansion to provide more opportunities for students of both the secondary and post secondary levels to become aware of the variety of technical courses and choices which are available to them.

School to work requires that curriculum be integrated and applied. Strategies used when developing curriculum are:

- Reorganizing the curriculum by themes and concepts, across disciplines and grade levels;
- Engaging students more actively in learning;
- Encouraging students to apply their knowledge to real-life situations;
- Promoting cooperative learning among students and faculty alike and;
- Promoting curriculum development that allows students to use a variety of learning styles not immediately evident in traditional education.

Wisconsin's strategy for integrating academic and vocational education is primarily through implementation of Tech Prep, learning pathways, competency-based curriculum in youth apprenticeship, competency-based admission to University of Wisconsin System, and career majors.

Beginning in the early grades, students develop a strong academic foundation and build portfolios that demonstrate mastery of academic, analytic technical, and employability competencies.

The Wisconsin Tech Prep initiative has developed Quality Components for the regular improvement of integrated school based academic programs for all Wisconsin high school youth. Curriculum content and delivery is integrated and applied, focusing on authentic tasks. School and work based learning are sequenced so that academic learning provides a foundation for workplace experiences.

A Tech Prep Career Map presents a recommended sequence of specific courses and experiences designed to build stronger foundations, increase competency levels, and prepare high school graduates to make successful transitions to postsecondary education or work.

The University of Wisconsin System is developing a parallel competency based admission process to complement the traditional admission process based on the 'Carnegie Unit'. This new process establishes alternative admissions standards that will be based on student defined competencies in courses or in related experiences that are taught in non-traditional setting.

Eleven—Future Economic Resources for STW Opportunities System

As was detailed in the response to Criteria Six, numerous federal funding sources are contributing to the ongoing development of Wisconsin's school-to-work system, including Carl Perkins Act, Improving America's Schools Act, Individuals with Disabilities Education Act, and Job Training Partnership Act funds. The collaborative working relationship of the state's school-to-work partners is enabling progress to be made in aligning of these resources, eliminating of duplicative activities and redirecting redundant funding. This collaborative approach also increases the state's readiness to adapt to anticipated block grants—grants which the state is committed to using to support school-to-work partnerships and encourage their expansion.

In addition, as indicated in Wisconsin's original application for STWOA funding and in the supporting documents for this year's continuation application, the state has committed significant state-level funds to support development of a school-to-work system, including providing funds for development of skill standards, youth apprenticeship employer incentive grants, curriculum integration, professional development, student assessment, state school-to-work administration, development of career centers and other various activities.

The state is also requiring a significant local match for STWOA funding by all school-to-work partnerships. The state RFP outlined these match requirements and also required sign-offs by superintendents (or other appropriate administrative officers) of participating school districts. Each partnership was required to describe its plan to sustain and expand the school-to-work system when STWOA funding has ended. Partnerships described other funding sources that could be committed or solicited in each year, resulting in a local match of 25% in year Two, 50% in year Three, 75% in year Four, and 100% by year Five. Partnerships also were required to describe how staff hired to coordinate and implement school-to-work activities will be maintained when STWOA funding has ended.

Wisconsin maintained a 10% state administrative cost in year one of the grant and intends to keep its' administrative cost low in coming years. Local STWOA funded partnerships are also required to keep their STWOA related administrative costs at 10% or below.

Twelve—Requirement of Paid High-Quality, Learning Experiences

All of Wisconsin's STWOA local programs will include paid, high-quality, work based learning experiences. Wisconsin has a nationally recognized statewide youth apprenticeship system which trains students to state and/or national skill standards in 12 industry areas. In order to expand work based options for students, Wisconsin has also developed one-year co-operative work based programs in three industry areas based on state and/or national skill standards. These two programs will provide the foundation for paid high-quality, work based learning experiences within all local school-to-work systems. Wisconsin has established a goal of 50% of Wisconsin high school

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seniors graduating with state approved formalized school-supervised paid work experience linked to their educational program and set to state or national industry-specific skill standards.

The steps the state will take to generate such paid work experiences include:

- Maintaining and expanding relationships with industry associations to develop skill standards and promote participation by member employers;
- Convening employer based committees in new areas to establish skill standards and oversee curriculum development;
- Developing statewide curricula based on state and/or national skill standards for local programs providing youth apprenticeship and skill based cooperative education programs;
- Developing and implementing a public relations strategy to inform and recruit employers to participate in school-to-work programs; and
- Sponsoring regular statewide technical assistance workshops on work based learning for local program operators.

Thirteen—Ensuring Effective and Meaningful Opportunities

Wisconsin will use several strategies to ensure effective and meaningful opportunities for all students. These include:

- Through the proposal process, select only those programs which have active participation of employers and most other key partners critical to the success of the program.
- Insist that local STW governance structures have complete representation from all stakeholders (particularly from special populations) including minorities, special educators, and rehabilitation agencies.
- Require all projects to include all students in Wisconsin's Developmental Guidance Program which should include curriculum and counseling that prepare students for career choice and fully informs them of all the school-to-work options in the school district.
- Provide technical assistance and staff development regarding the need and strategies for inclusion of these special target populations.
- Monitor the active participation and successful completion of students in special populations through routine project evaluation reports.
- Establish work group to identify and eliminate systemic barriers to effective participation of special populations in school-to-work programs.
- Provide technical assistance to local demonstration projects and assure that they provide modifications and assistance which facilitate success for special populations
- Prohibit local STW projects from establishing exclusionary eligibility criteria which would serve to prevent students from special populations from participating in the programs or would discriminate against a student's race, disability, gender, religion, sexual preference,

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color, national origin or age. Some of these non-permissible barriers are grade point averages, attendance record, number of accumulated credits, scores on standardized tests, availability of transportation, personal insurance and completion of non-relevant courses.

Fourteen—Participation in STW Opportunities Programs Rewarding for Young Women

Gender and cultural/racial diversity in the school-to-work programs is a clear statewide goal throughout our educational programming. Wisconsin has a very strong pupil nondiscrimination law (S.118,13 Wis. Stats) which protects students from discrimination in any curricular, extracurricular, pupil services, recreational or other program or activity on the basis of the student's "sex, race, religion, national origin, ancestry, creed, pregnancy, marital or parental status, sexual orientation, or physical, mental, emotional or learning disability."

In addition, Wisconsin has established a competency-based model for addressing equity in career and vocational education. The state's goal is not limited to providing equal opportunity, access, and treatment. Instead, we have established equity goals that seek equal educational outcomes. The overall model (Wisconsin Model for Sex Equity in Career and Vocational Education, Wisconsin Department of Public Instruction, 1993) describes a logical, sequential process to help instructional staff assess, plan for, and implement an equity program. The approach seeks to determine and address the underlying causes of bias. The process falls into five phases:

- building commitment and direction;
- assessment, which examines enrollment statistics and staffing patterns as well as uses student and staff surveys to establish a baseline against which future progress and success can be measured;
- planning, which establishes objectives, activities and timelines into a plan that is customized to local needs;
- action, in which local partners implement an equity plan through specific tasks designed to generate specified student and staff competencies related to equity; and
- evaluation, which examines changes that have occurred as a result of the plan.

The Wisconsin approach to assuring equity and access to school-to-work transition programming represents a clear advance over traditional methods. Wisconsin's approach is:

- A comprehensive equity program designed to be used at the local level;
- Provides educators with specific tools and resources they need to implement a local equity program;
- Incorporates the use of student competencies and focuses on the achievement of equity; and establishes benchmarks and standards to help local groups assess progress.

As a result of implementation of the Wisconsin Model for Sex Equity in Career and Vocational Education, and a requirement within the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 state plan, all local K-12 school districts accessing Perkins funding must have a local district equity plan in place no later than March 1, 1996. The total number of districts which will meet that requirement will be 372 (out of 380 districts with comprehensive high schools). That means almost all districts in the state will have conducted an assessment of equity, will have identified their local district equity needs, and will have developed an equity plan to address those equity needs at the local level. Those equity plans are required to focus on eliminating sex bias and stereotyping, on developing career awareness and assessment with an emphasis on non traditional careers for young women, and on providing support services to those young women pursuing non traditional careers.

An overall statewide method implemented to assist local districts in providing technical assistance, staff development, and training materials was the creation of the Wisconsin Vocational Equity Leadership Cadre. Initially formed, trained, and supported with Carl D. Perkins Sex Equity Set Aside funding, the cadre is composed of 4-5 persons in each of Wisconsin's Cooperative Educational Service Agencies (CESAs). There are twelve CESAs in the state, divided into geographic regions, which provide educational services and staff development opportunities for members of local school districts within their region.

Wisconsin Vocational Equity Leadership Cadre members are well trained in equity issues related to students such as: career awareness and interest development; recruiting, training, and retaining young women in careers non traditional for their gender; sexual harassment—identification, prevention, and investigation; prejudice and hate violence reduction and elimination; classroom interaction related to sex bias and sex stereotyping; examination of curricular materials for bias; ensuring an educational environment free of harassment; identifying equity competencies as an employability skill; making available to local districts a resource center which includes materials related to equity issues; and promoting a diverse, multicultural approach to working with others. For example, as a result of their efforts and local district efforts to provide curricular examination and change, there has been a steady increase in the statewide enrollment of young women in technology education (from 7% in 1984 to 16% in 1994).

Fifteen—All Students Will Participate in a STW Opportunities Program

Low Achieving Students

Wisconsin will ensure opportunities for low achieving students to participate in School-to-Work Opportunities programs by requiring participation of JTPA, Title I, At Risk and other specialized programs in the local school-to-work system. In addition, local projects will not be permitted to establish exclusionary eligibility criteria which would serve to prevent low achieving students from participating in the programs such as: grade point averages, attendance record, number of accumulated credits, scores on standardized tests, completion of non-relevant prerequisite courses, etc. All projects are required to include all students in Wisconsin's Developmental Guidance Program which should include curriculum and counseling that prepare students for career choices and fully informs them of all the school-to-work options in the district. Low achieving students and their parents may need to be actively recruited for participation in the school-to-work opportunities program by the vocational education and guidance counseling staff.

Wisconsin's "Children At Risk" legislation requires all school boards to identify low achievers who meet the "At Risk" definition and develop a plan and "Accommodations" to meet their needs. The plan must eliminate the "systemic barriers that may cause pupils' success at school to become at risk." Some of those barriers were listed above. The accommodations the district may use are "curriculum modifications, adaptive instructional strategies, alternative education programs, pupil support services, school-to-work programs, community services, and coordinating services provided by the district, community, agencies, and other organizations." School-to-Work Opportunities programs must incorporate the districts' "At Risk" plan and accommodations into their strategies to serve low achievers. Obviously, by definition, the School-to-Work Opportunities program must be one of the accommodations used for low achieving students.

Students with Disabilities

Wisconsin will ensure opportunities for students with disabilities to participate in School-to-Work Opportunities programs pursuant to the transition requirements of the Individuals with Disabilities Education Act (IDEA, 1990) and PI 11 (Wisconsin Administrative Code) which require that all students with disabilities, at least by age 16, will receive "outcome based activities. . . promoting movement from school to. . . post secondary education, vocational training, integrated employment (including supported employment), continuing and adult education, adult services. . . or community participation." These transition services are designed by the students Individualized Education Program (IEP) committee and include:

- interagency responsibilities or linkages or both;
- instructional transition activities;
- community experiences;
- development of employment objectives;
- development of other post-school adult living objectives;
- acquisition of daily living skills; and
- functional vocational evaluation.

All necessary accommodations, adaptations, assistive technology and unique programming services to ensure an appropriate education for students with a disability will be provided at no cost to the student or parent.

Wisconsin ensures that all students with disabilities, at least by age 16, will be provided (unless determined inappropriate by the IEP committee) a school-to-"integrated" work-program under "employment objectives" designed by their IEP committee and meeting the transition requirements of IDEA, the Carl Perkins Vocational and Applied Technology Education Act, and the Vocational Rehabilitation Act. All students with disabilities will be provided full access to all School-to-Work Opportunities programs pursuant to their IEPs and the Departments of Labor and Education's "Guidelines on Community Based Education Programs."

All local STWOA partnerships will be required to include special education professionals and designated vocational educator staff; and adopt policies which reiterate the IDEA assurances given above. In addition, pursuant to the Carl Perkins Vocational and Applied Technology Education Act, students with disabilities will receive the mandated services of:

- provision of information on the opportunities available in vocational education, placement services, employment, and vocational and employment services;
- provision of trained counselors to assist the students in career planning and vocational programming, and in planning the transition from school to work;
- assessment of students completion of vocational programs in integrated settings;
- supplementary services including modification in curriculum, equipment, classrooms, support personnel, and instructional aides and devices.

Local Wisconsin programs for youth with disabilities will incorporate work based learning, school based learning, and connecting activities through the transition planning and "interagency linkages and responsibilities" required in the IEP. In most cases, this will include community agency staff's (DVR, JTPA, Human Services, WTCS) actual participation on the IEP committee pursuant to IDEA requirements.

Students with disabilities participate at their own IEP committee meeting when developing transition plans. They discuss their preferences and choices which must be documented in the IEP. It is at this meeting they would discuss their career interests and "major." The IEP committee determines what testing is appropriate and what adaptations, accommodations, assistive devices are needed to make the test valid and reliable for the student (Sec. 504, Rehabilitation Act). The committee could also establish individual criteria for the student or the use of functional vocational assessment in lieu of the "10th grade achievement test."

Wisconsin will 'connect' students with disabilities to post-program services through the interagency linkages/responsibilities requirement of the IEP committee prior to a student's school *exit. Appropriate post secondary* services and agencies will have participated in the IEP to provide transition services.

School Drop Outs

Wisconsin will ensure opportunities for school drop-outs to participate in School-to-Work Opportunities programs by requiring participation of "At Risk" programs in the local school-to-work system. Wisconsin's "Children At Risk" legislation requires all school boards to identify dropouts who meet the "At Risk" definition and develop a plan and "accommodations" to meet their needs. The plan must eliminate the system barriers that may cause pupils' success at school to become at risk. Some of those barriers are exclusionary eligibility criteria which would serve to prevent school drop outs from participating in the programs such as: grade point averages, attendance record, number of accumulated credits, scores on standardized tests, completion of non-relevant prerequisite courses, availability of transportation, personal insurance, etc. The accommodations the district may use are curriculum modifications, adaptive instructional strategies, alternative education programs, pupil support services, school-to-work programs, community services, and coordinating services provided by the district, community, agencies, and other organizations. School-to-Work Opportunities programs must incorporate the districts' "At Risk" plan and accommodations into their strategies to serve dropouts. Obviously, by definition, the School-to-Work Opportunities programs must be one of the accommodations used for school drop outs.

All projects are required to include all students in Wisconsin's Developmental Guidance program which should include curriculum and counseling that prepare students for career choices and fully informs them of all the school-to-work options in the district. School drop outs and their parents are required to be informed of all the services available in the district under their "At Risk" plan. Because, by definition, drop outs are not currently in school, the districts will be required to conduct outreach services to drop outs that inform them of the School-to-Work Opportunities program and how they can meet high school graduation requirements, as required under "Children At Risk" legislation, by participating in the program.

Gifted and Talented

Wisconsin ensures opportunities for academically talented students to participate in School-to-Work Opportunities programs by our state educational standard that requires each school board to provide access to an appropriate systematic and continuous program for pupils identified as gifted and talented. This includes access to all school programs, including the School-to-Work Opportunities program.

Sixteen—Assessment Procedure for Awarding Skill Certificates

The state provides all youth apprenticeship and skill certified Co-op programs with the specific competencies students must master for skill certification. These competencies are based on state

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skill standards established by employer based coalitions and/or national skill standards organizations (e.g. Automotive Service Excellence Standards). Students are assessed by certified instructors and worksite mentors on completion of the required competencies to the level specified in the curriculum. Students will be awarded skill certificates by the Department of Industry, Labor and Human Relations and/or the Department of Public Instruction when documentation is submitted to verify the standards have been mastered. Wisconsin intends to incorporate any national skill standards into the statewide curriculum as they are developed. Two members on the national skill standard board are from Wisconsin, which will allow the state to stay abreast of certification systems developed by the board.

Seventeen—Development of Career Goals and Opportunity to Change Career Majors

Supported by Education for Employment and the Wisconsin Developmental Guidance Model, Wisconsin has built a strong foundation for career development. The STWOA will support this effort by addressing the following goals:

- Build a framework PK-10 to develop curriculum intended to facilitate the career development piece for all kids. (This framework will be based on the life-work model).
- Build a framework 11-life (life-work model) with the determination of career majors utilizing many of the tools already in place for student s like career clusters, curriculum maps, and developmental guidance. This will align with the statewide assessment at the "Gateway" piece—end of grade 10.
- Build a model of benchmarks for students to communicate that they have selected a career major. Again, these characteristics will be aligned with the statewide assessment whose benchmarks are at grades 4, and 8 with the gateway assessment at the end of grade 10.

Career Majors Definition: A career major is defined as a student designation of a broad based career intent which influences their selection of school based, work based, and transitional activities. Career majors are identified as categories in which occupations that share similar tasks can be grouped. This allows students to develop a career plan that coincides with their goal. A carefully conceived career plan will eliminate curriculum redundancy, ensure articulation between levels of education, expand educational and occupational options, and provide opportunities that fully utilize the resources of Wisconsin's systems.

Career Major Characteristics:

Student Driven

- Life's work related (goal is what I want to do with my life).
- Developed an individual student basis using student traits/interests/talents.

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- Focused on work (productive human endeavor).
- Skills and knowledge necessary to qualify for productive employment.
- When the student is able to select an occupation, A student can create for themselves a map based on a work goal. They can create a learning plan related to work.

The Student Should:

- Identify the relationship of their occupational major to their traits/interests/talents.
- Document experiences PK-10 in each of the four domain (Enterprise/Health/Human/Technology from the life-work model) which influenced your 11 life curriculum map.
- Explain a number of work related occupations of the career major you have declared.
- The learning plan is in place when the student creates a curriculum map with a work goal in mind.

Wisconsin local partnerships are required to report the number and percent of 11th grade students with an identified career major.

Eighteen—Programs Continued Under Title III

The Wisconsin School-to-Work framework encompasses the programs developed under Tech Prep. Tech Prep has served as a foundation for school based learning, career development, and for professional staff development.

The Wisconsin School-to-Work plan provided for expanding opportunities in curriculum development, career centers, and professional development for teachers and counselors. State level funding is provided for system development in certified work based learning, program evaluation, mentor training, curriculum development, career development and public information.

The state is preparing a matrix of school-to-work related state and federal funding sources and identifying how projected revenues could be used to support school-to-work programs and activities.

Nineteen—Low Population Densities

As stated previously, much of rural Wisconsin is already included within a STWOA funded partnership, with 86% of all the state's school districts already involved. The multi-district character of the partnerships (for instance, there are six funded partnerships which each include more than 20 districts) allows for sharing of resources and development of opportunities which otherwise would not exist in rural areas. Although there are certain challenges when serving rural districts, especially in provision of certified work based learning and cost effective delivery of curricula, Wisconsin is making progress as a result of:

❖ the operational flexibility given to local STWOA funded programs;

- the use of established distance learning resources in delivery of curriculum and for staff development;
- the cooperative services and relationships developed within each CESA; and
- the activity of the technical colleges as regional school-to-work partners.

Twenty—Integration of Title III Programs Into STW Opportunities System

Local school districts will be encouraged to integrate programs funded under Tech Prep into a School-to-Work Opportunity system. Through Carl Perkins consortiums, Tech Prep consortiums, and school-to-work partnerships, local districts will be encouraged to coordinate activities and focus efforts on school-to-work system building. The Wisconsin school-to-work performance measures require local school districts to report on components developed under Tech Prep such as the number of students enrolled in integrated and applied courses, and the number of students with career plans.

Twenty One—Description of Performance Standards

Proposed Wisconsin System Benchmarks

Benchmark	1980	1990	1995	2000	2010
Number of students (by cohort) enrolled in programs that meet STWOA requirements	—	—	1400	18,000	24,000
Percentage of 10th grade students who achieve basic skill mastery (Wisconsin Student Assessment System)	—	—	80%	90%	95%
Percentage of students statewide who leave high school with an identified career major	—	—	10%	50%	85%
Number of students with a career plan	—	0	10%	100%	100%
Number of career counseling centers	0	0	8	10	15
Percentage of disabled high school students moving into competitive or supported employment through work-based learning programs	—	—	5%	20%	40%
Number of employers statewide providing structured work-based learning through STWOA program model.	—	—	200	600	1000
Equity of participation in youth apprenticeship programs by race/ethnicity and gender	—	—	100%	100%	100%
Percentage of school-based teachers/instructors teaching an integrated curriculum or project-based learning	—	—	50%	100%	100%
Number of local partnerships operating STWOA programs	—	0	30	50	50
Number of industries for which skill standards have been approved by the Youth Apprenticeship Advisory Council	—	0	10	30	50

Students enrolled in courses that are part of a structured Tech Prep curriculum will be assessed through performance-based means on a regular basis to examine development and mastery of academic skills and knowledge.

All students who master industry-based skill standards through a Youth Apprenticeship program will receive a skill credential issued by the Department of Industry, Labor and Human Relations as well as a high school diploma issued by the student's home school district.

Students who complete a School-to-Work Opportunities program can articulate seamlessly to postsecondary education, and in most cases will be eligible to receive advanced standing in a related technical college associate degree program if they choose to enroll within two years of completing the STWOA program.

For students with disabilities, all Individualized Education Programs (IEPs) will include, at least by the students' 16th year, transition services, plans and linkages for independent living, employment and post-secondary education or training. Under IDEA, all students with disabilities are linked to these post-school agencies prior to their school exit.

Local program activities will be evaluated on their inclusion of students with disabilities, disadvantaged youth and at risk youth in their STW programs; the adaptations and supports developed to increase the students' successes in the STW programs; and the actual student outcomes into integrated employment, post secondary education or post secondary work based learning programs.

Twenty Two—Designated Fiscal Agent

The fiscal agent to receive and be accountable for funds provided from School-to-Work Opportunities Act funds is the Office for Workforce Excellence which is located in the Department of Industry, Labor and Human Relations (DILHR).

Twenty Three—Student Entrance Into Postsecondary or Training Opportunities

Wisconsin has a variety of mechanisms and procedures in place to facilitate the entry of a student participating in a School-to-Work Opportunities program into additional training and/or postsecondary education programs.

- **Curriculum Mapping, Articulation, and Advanced Standing**

  Curriculum mapping has been an important effort resulting from the implementation of Tech Prep in Wisconsin and maps are being (or have been) developed in school-to-work partnerships throughout the state. Curriculum mapping identifies a sequenced program of study (2+2, and in some cases 2+2+2) for a specific career cluster that indicated the appropriate courses a student needs in high school to be prepared for entry into postsecondary education.

Curriculum maps help students envision the education and training pathways that can lead beyond high school and can facilitate the entry of students into postsecondary education.

Through the influence of Tech Prep curriculum mapping the state has seen a steady rise in the number of articulation agreements existing across the state, many of which identify advanced standing available to students. (There are presently approximately 3,000 courses which offer advanced standing to high school students in Wisconsin).

In addition, students who complete a youth apprenticeship are eligible to receive advanced standing in a related technical college associate degree program. The Wisconsin Technical College System districts have developed a process by which agreement is reached on the appropriate number of advanced standing credits to be awarded to a graduate of each youth apprenticeship. A graduate of a youth apprenticeship can receive these credits at any technical college in the state which offers a related associate degree (in addition to any other advanced standing they might be eligible for through Tech Prep or other arrangements).

Finally, solid progress has been made in articulation of Wisconsin Technical College programs with University of Wisconsin programs resulting in a three-fold increase in number of articulated programs during the past several years.

- **Postsecondary Options**

  Wisconsin's "postsecondary options" program permits high school students to receive high school credit as well as postsecondary credit for completion of certain courses taken at a postsecondary institution. The normal tuition cost for such courses is paid for by the student's local school district. Early exposure to postsecondary educational opportunities, particularly vocational/technical education, promote increased participation and enrollment in institutions of higher education.

- **Competency Based Admissions**

  The University of Wisconsin system is preparing to pilot test its newly developed, competency based admissions criteria which establishes an alternative college entrance procedure that will be beneficial to students who are involved in performance based learning at the high school and early postsecondary level.

School-to-Work Opportunities

Wisconsin Implementation Grant Performance Plan/Report

Status Report
June 1994 - June 1995

School-to-Work Opportunities
Wisconsin Implementation Grant Performance Plan/Report
Status Report: June 1994 To June 1995.

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
	Planned	Actual	Proposed
1. Comprehensive Statewide System—Partnership			
1.1 Sustained, Meaningful, and Active Participation	STW Cabinet consisting of the leaders of WTCS, DILHR, and DPI meets approximately monthly and approves STW policy and direction	Actively functioning	Continue
	STW Policy Staff (representing DILHR, DPI, WTCS, DHSS, DOA, and UW System) formulate policy and programmatic recommendations for STW Cabinet approval	Actively functioning	Continue
		Staff interagency work teams created: Work based learning; School based learning; Career guidance; Skill standards research and development; Operations	Continue
1.2 Partnership Structure Accomplishes Goals and Effects Change	STW cabinet makes executive decisions	Operational	Continue
	Policy staff articulates common vision and goals, coordinates implementation	Operational	Add representation from local partnerships
		Interagency work teams focus on operational and product development issues, coordination	Continue
Comprehensive Statewide System—Structure			
1.3 Interlocking Initiatives: Comprehensive Education Reform	Evaluate the effectiveness of integrating the following system plans and applications: JTPA; STWOA; Goals 2000; Carl Perkins; Tech Prep; National Skills Standards Act; Higher Education Act and others	Developed consistent state plans that incorporate the various system building federal initiatives	Collaborate on system building activities and allocate resources to support components of educational reform

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
	Planned	**Actual**	**Proposed**
1.3 Continued	Incorporate school-to-work components into existing programs such as Carl Perkins, Tech Prep, Youth Apprenticeship, and Wisconsin Student Assessment System	Local applications in Carl Perkins and Tech Prep reflected school-to-work system building. Program development in Youth Apprenticeship and Career Development incorporate the WI Student Assessment System	Further the coordination of existing programs with the STWOA by strengthening the state local implementation plans
		Encourage consortiums and partnerships to improve implementation effectiveness	Restructure consortium and partnerships around school-to-work implementation
1.4 Coordinates with Existing Programs	Develop STWOA plan consistent with other state plans such as JTPA, Carl Perkins, and Goals 2000	Developed common language around STW included in state plans under STW, JTPA, and Carl Perkins	Expand opportunities in state programs to include components of STWOA
	Participate in interagency planning in the development in related programs and initiatives	Participated in interagency planning and development of various state plans that support STW	Coordinate funding sources of the various programs to support system building around STW
1.5 System Structure Aligns and Connects Key Components	Develop a process for granting and approving School-to-Work Opportunity Act funds	Established a state system of interagency cooperation and organizational structure. Agencies include: DILHR, DPI, UW System, WTCS, and DHSS	Continue to improve state system design
		Developed a shared school-to-work mission statement and definition by DILHR, DPI, WTCS, UW, and DHSS	Increase participation in school to work by connecting more closely to other state initiatives
		Awarded 3.3 Million in STWOA funds	Continue to issue and monitor STWOA grants

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
	Planned	**Actual**	**Proposed**
1.6 **Establishes a K-Life Continuum**	Develop a comprehensive K-Life School-to-Work System	Developed state informational material for the K-Life philosophy	Expand K-Life informational material
		Piloted competency based admission policy for the University of Wisconsin system	Coordinate existing programs on career development with school-to-work activities
		Established WI Technical College credit articulation process for youth apprenticeship and Tech Prep curriculum	Continue transition efforts with postsecondary education
		Established comprehensive K-Life Career Development Model and established 8 State Career Centers	Continue to expand the career information process and support career centers
Comprehensive Stateside System—Content			
1.7 **Work Based Learning Components**	Develop 5 Youth Apprenticeships	11 Youth Apprenticeship completed	5 new Youth Apprenticeships in development
	Develop 3 Co-ops	3 Cooperative Education Programs completed	1 new Cooperative Education Program in development
	Professional Development for Mentors	In Progress	Complete
	Train-the-Trainer Workshops	2 Conducted	2 Annually
	Administer Employer Training Grants	Accomplished	Continue

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
	Planned	**Actual**	**Proposed**
1.8 School Based Learning Component	High schools and technical colleges jointly develop curriculum maps within broad career clusters	In progress; between 60-75% of maps between high schools and technical colleges complete	85% complete
	Facilitate transition of high school coursework to technical colleges and 4-year colleges	Develop competency based admission process with the UW System that facilitates acceptance of integrated and applied courses	Pilot test competency based admission process; integrate UW competencies with technical college enablers so that high schools have a complete set of postsecondary competencies
	Continue "Train-the-Trainer" model in teaching teachers to write integrated tasks	500 educators trained statewide representing cadre of teachers in each STW consortium	Develop integrated and applied teams in 33% of high schools and all technical colleges
	Integrated and applied staff development through Tech Prep	Integrated and applied staff development through Tech Prep	Continue integrated and applied staff development
			Provide administrator staff development activities to assist them with system building within schools
	Influence preservice and inservice education to include STW concepts	UW System and its 13 campuses offer STW undergraduate and graduate coursework; UW staff members active members of each consortium STW Council; UW System commits to infusing STW concepts into all preservice and inservice education	UW System develops plan infuse STW concepts into preservice and inservice education for teachers, counselors, and administrators
1.9 Connecting Activities Component	Develop improved labor market information (part of the state's activities to support the development of career counseling centers)	8 Career Centers are now located statewide in Wisconsin. They are: Fox Valley; West Bend; Milwaukee; Ashland; LaCrosse; Madison; Green Bay; and Waukesha. To date these centers have served 9,000 students	A team of state level personnel along with practitioners from the field continue development of career majors

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
	Planned	Actual	Proposed
1.10 Skill Standards, Certification, and Portability	5 Youth Apprenticeship	11 Youth Apptenticeship Biotechnology Drafting/Design Mechanical Engineering Architecture Manufacturing Production Machining Auto Technician Insurance Health Hotel/Motel Auto Collision	5 Youth Apprenticeship Manufacturing Plastics Electronics Tourism Heritage/Recreation Resorts/Convention Marketing Organization
	Develop 3 Cooperative Education Skill Standards	3 Cooperative Education Skills Certification Business Marketing Food Service	1 Cooperative Education Skills Certification Agriculture
2. Commitment of Employers and Other Interested Parties			
2.1 Active Involvement	Recurite employers to support workbased learning	Actual employer involved in Youth Apprenticeship is 209	Expected increase in Youth Apprenticeship and Co-op is 300 employers
2.2 Shared Vision and Equal Partnership	Establish STW Cabinet Group	Complete	Continue
	Create competency based admission criteria at university level	In Progress	Pilot Sites
	Establish advanced standing agreements with technical college system	Completed for 5 Youth Apprenticeships	Complete Remaining Programs

	1994-1995 Activities/Accomplishments		**1995-1996 Activities/ Accomplishments**
Criteria	**Planned**	**Actual**	**Proposed**
2.3 System Expansion	Administer employer training grants	Accomplished	Continue
	Expand state skill certificate programs	22 skill certificates have been developed	Continued development of 5 youth apprenticeship areas and 1 additional cooperative education certificate
			Work with Wisconsin Manufacturers and Commerce to inform employers on school-to-work opportunities
	Provide STWOA grants to develop local partnerships	21 Local Partnerships formed inlcuding: Local School Districts; CESAs; Technical Colleges; PICS; Chamber of Commerce; and Community based organizations	Increase to 30 local partnerships
3. Participation of All Students			
3.1 All-Inclusive System	Link development of STW to WI Children's At Risk legislation	In Progress	Provide technical assistance to and require all school-to-work projects to incorporate the local school district's "At Risk" plan

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/Accomplishments
	Planned	Actual	Proposed
3.1 Continued	Require local partnerships to develop specific local strategies to ensure drop outs can enter school to work	Local partnerships identified strategies in their proposal and were rated on the quality of these strategies which in part impacted on whether they received funding or not	Provide additional training and technical assistance on each one of these special populations including methods of outreach
		Also provided specific training on special populations at first project directors meeting. Letter was sent on from the Office of Workforce Excellence to project directors to invite special ed staff to the training	Review all STW projects' entrance criteria for school-to-work programs to assure these criteria are not exclusionary to these special populations (see narrative for detail) and provide training on the topic
			Review local STW governance structures to assure they have complete representation of employers and other key stakeholders including representatives of special populations
3.2 Universal Access and Targeted Strategies	Continue requirement that proposals contain an analysis of equity issues	All funded proposals had established equity programs	Continue to monitor all the special populations who enter project STW programs as well as their outcomes
	Provide technical assistance for teachers, mentors, employers & counselors on counseling and training women and minorities for under-represented occupations and industries	Initial training was held at first project directors meeting regarding the inclusion of special populations in general. Manual was developed "All Means All" and made available to all projects	Continue to provide projects with training regarding targeted strategies to promote success with each special population
			Require all projects to include all students in Wisconsin's Developmental Guidance program

	1994-1995 Activities/Accomplishments		**1995-1996 Activities/ Accomplishments**
Criteria	**Planned**	**Actual**	**Proposed**
3.3 **Balancing Protection and Opportunity**	Work with existing state legislation	Child labor laws assure protection. All work experiences including apprenticeships and co-operative education programs have established standards which include written agreements between the school and employers highlighting FLSA issues including wages, worker compensation and liability issues including safety. The state ensures consistency and high quality work based components through the Youth Apprentice Standards and the Guidelines for Implementing a STWOA Cooperative Education State Skill Standards Certificate program	While our system concurs with FLSA, the ADA, Work Experience Laws, the IDEA and OSHA, the policy work group will review to ascertain if there are policies in conflict as well as to determine if STW is in compliance with all of these requirements. Those which are not will be remedied through inservice training and specific technical assistance
4.0 Stimulating and Supporting Local School-to-Work Opportunities Systems			
4.1 **Framework for Statewide Rollout**	Establish framework	Developed RFP process and application form including performance benchmarks that need to be met in the areas of school based, work based and connecting activities	Performance benchmarks will be monitored and technical assistance provided to any partnerships not meeting goals. Funding may be discontinued to any partnerships unable to reach expected performance
		Developed a scoring and review process with an inter-agency review team	New partnership applications will be reviewed and scored to determine eligibility for STW implementation grant funding
4.2 **Process for Statewide Rollout**	Develop a process for the implementation of state and local school-to-work systems	Wisconsin funded 21 implementation grant partnerships totaling 3 million dollars and involving 240 school districts (56.21%) and 269 high schools (63%)	Expand to 30 implementation partnerships funded

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
	Planned	Actual	Proposed
4.2 Continued		Wisconsin funded 10 planning grants totaling $100,000. 70 school districts (16.39%) and 76 high schools (17.80%)	
4.3 Professional Development to Support Implementation	Professional development to support implementation	Tech Prep leadership group, Youth Apprenticeship Coordinators, special population transition grant advisory group and other related entities joined together to form a STW leadership group whose purpose is to provide networking and professional development opportunities. First joint meeting conducted April 1995, 100 participants. Prior to that regular quarterly meetings were held for separate groups	Continued STW Leadership Group activities, skill standards and mentor training workshops, and linkages with existing associations and organizations
		"Train-the-Trainer" model of curriculum and staff development conducted, Summer 1994	Continue "Train-the-Trainer" workshops
		Linkages with variety of organizations and associations for panels, sectionals, and workshops. WI Association of Vocational Administrators, etc.	Explore need for STW teacher training institute
		University education/training personnel developed a committee to explore better STW training opportunities for new and veteran teachers	Continued mentor training workshops
		Mentor training conducted	

	1994-1995 Activities/Accomplishments		**1995-1996 Activities/ Accomplishments**
Criteria	**Planned**	**Actual**	**Proposed**
4.4 Integration of Existing Programs, Including Those Funded by the Federal Government.	Establishment of interagency structures to encourage collaboration and effective utilization of existing programs and resources. Integration of operations and funding at state and local levels	Interagency STW Cabinet, Policy Team, Operations Team and other work teams work toward integration of programs and activities	On-going
		Interagency coordinated statewide public information and staff development activities	On-going
		Local partnerships required to establish collaborative governance, explain integration of local resources, and integrate as appropriate with existing Education for Employment, JTPA, and Tech Prep structures/resources	On-going
4.5 Information Systems to Support Implementation	Plan STW Marketing	3-year statewide interagency marketing and public information campaign developed and approved; year 1 implemented	Begin implementation of year 2 activities
	Combine the separate STW component newsletter	Accomplished	Continue Plan and initiate statewide business recruitment campaign

	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
Criteria	**Planned**	**Actual**	**Proposed**
5. Resources			
5.1 Broad-Based Participation and Integrated Resources	Implement broad based state level STW administrative and oversite structures and focus on integration of resources	Accomplished	Continue, focus on statewide business awareness and support campaign
	Oversee development of broad based local STW partnerships, encourage commitment and integration of resources	21 STW implementation plus 10 planning partnerships developed through competitive process encompassing 80% of the state's K-12 school districts with their postsecondary, business and labor partners. Partnerships must move toward integration and commitment of local resources	Continue the planning, implementation and growth of local partnerships
5.2 Funds Maximized	Award STW planning grants	Awarded $100,000 to local partnerships in round one	Complete
	Conduct competition for local partnership implementation grants	Awarded 21 implementation grants totaling 3.3 million dollars This includes 306 High Schools, 298 School Districts and provides services to 172,086 high school students	Continue to support local partnerships with STWOA funds based on per student formula
	Conduct competition for the second round of STW planning grants	Awarded $100,000 to ten additional local partnerships	Complete Expand STW partnerships to include remaining school districts not currently receiving STWOA funds
5.3 Budget Organized to Build and Sustain System	Coordinate existing funding sources with school-to-work opportunities	Linked Carl Perkins, Tech Prep IIIE and School-to-work funding sources	Develop a system to maximize state and federal funds to support system building

Criteria	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
	Planned	**Actual**	**Proposed**
5.3 Continued	Plan for state and local match	Required in STW application a local match that provides for: 25% in Year 2; 50% in Year 3; and 75% in Year 4	Continue to assist local partnerships to organize budgets to support system building
5.4 Statutory Support for Maintaining System	Selected elements of the STW system directly supported by Wisconsin statute: Education for Employment; Wisconsin Tech Prep; Wisconsin Youth Apprenticeship; Wisconsin Student Assessment; Wisconsin Career Counseling; Postsecondary Enrollment Options; Pupil Non-Discrimination Authority for YAAC to establish statewide industry skill standards; Employer training grants for providing YA work based training	In place	In place
6. Management Plan			
6.1 Effective Organizational Structure	Establish a state governance structure that supports system building for STW	Governance structure established including roles and responsibilities for a human resource investment council (HRIC), STW Cabinet, STW Interagency Policy Team, Interagency work teams (research and development, career guidance, school based, work based and operations), and regional local partnerships. The Office for Workforce Excellence provides coordination for state agency STW activities and is responsible for administration of grant activities including fiscal management	Governance structure roles, responsibilities, and activities will continue. Formal role of Council will be established

	1994-1995 Activities/Accomplishments		**1995-1996 Activities/ Accomplishments**
Criteria	**Planned**	**Actual**	**Proposed**
6.2 System Analysis, Flexibility, Continuous Improvement		STW interagency policy team and team leaders, including local representation, meets bi-weekly to discuss issues and recommend s changes when needed. Local performance benchmarks are examined to determine strengths and weaknesses of system. Technical assistance and changes promoted when appropriate	Bi-weekly meetings of STW interagency policy team and team leader meetings will continue to analyze and examine system for continuous improvement. Will continue to be conducted
6.3 System Evaluation	Establish evaluation system	Proposal and design for student/business/parent/ educator cohort analysis developed Self evaluation for local program analysis developed	Cohort analysis of student/business/parent/ educators conducted. Strategy for self evaluation and peer review to be developed
6.4 Data Collection	Establish Data Collection System	Performance benchmarks established in areas of: Statewide Governance; Interagency Coordination Mechanism; Industry Skill Standards; System Expansion; Technical Assistance; Professional	Performance benchmarks continue to be collected and monitored to determine technical assistance needs funding allocations. Report format for self analysis will be developed

	1994-1995 Activities/Accomplishments		1995-1996 Activities/ Accomplishments
Criteria	**Planned**	**Actual**	**Proposed**
6.4 Continued		Development/Curriculum Development; Professional Development for Mentors; System for Career Counseling; Labor Market Information; Links to Postsecondary Education; Equity and Access for Youth Women and Minorities; Ensuring Access for All Youth; Grants to Local Programs; Milwaukee School-to-Work System; Performance Benchmarks; Program & System Evaluation Collect local benchmark sheets from 21 implementation partnerships	

National Transition Network

C.

Policy Update

Summer 1994

Youth with Disabilities and the School-to-Work Opportunities Act of 1994

On May 4, 1994, President Clinton signed into law the School-to-Work Opportunities Act of 1994 (P.L. 103-239). The Act is a joint initiative between the Departments of Education and Labor. The School-to-Work Opportunities Act is part of a broader national initiative for comprehensive education reform, which also includes Goals 2000: Educate America Act and the National Skill Standards Act of 1994. The Act will provide states and localities with federal funds that are to be used as venture capital to underwrite the initial costs of planning and establishing statewide School-to-Work Opportunities systems. The purpose of this Policy Update is to present key aspects of the statutory language and describe its potential implications for youth with disabilities as served under the Part B provisions of the Individuals with Disabilities Education Act of 1990.

■ Purpose of the Act

The purpose of the School-to-Work Opportunities Act of 1994 is to establish a national framework within which all states can create statewide School-to-Work Opportunities systems. The Act calls for major restructuring and significant systemic changes that facilitate the creation of a universal, high-quality, school-to-work transition system that enables *all* students in the United States to successfully enter the workplace. As stated in Section 3(a), a major purpose of this Act is to:

> *(1)(C) offer opportunities for all students to participate in a performance-based education and training program that will —*
>
> *(i) enable the students to earn portable credentials;*
> *(ii) prepare the students for first jobs in high-skill, high-wage careers; and*
> *(iii) increase their opportunities for further education, including education in a four-year college or university.*

The Act also makes several specific references to students with disabilities. As further referenced in Section 3, additional purposes of the Act are:

> *(11) to motivate all youths, including low-achieving youths, school dropouts, and youths with disabilities, to stay in or return to school or a classroom setting and strive to succeed, by providing enriched learning experiences and assistance in obtaining good jobs and continuing their education in postsecondary educational institutions;* and
>
> *(13) to increase opportunities for minorities, women, and individuals with disabilities, by enabling individuals to prepare for careers that are not traditional for their race, gender, or disability.*

These statements emphasize the Act's specific purposes in addressing the high national dropout rate among students, including students with disabilities. The Act also stresses the importance of ensuring students with disabilities employment opportunities in nontraditional careers. It is Congress's intent, as outlined in Section 3 of the Act, that states and localities design and implement School-to-Work Opportunities systems that fully include and address the needs of students with disabilities.

The National Transition Network is a collaboration of the University of Arkansas; Colorado State University; University of Illinois, Urbana-Champaign; University of Minnesota; PACER Center; Technical Assistance for Parent Programs; and the University of Vermont. Its headquarters are at the Institute on Community Integration (UAP), University of Minnesota, Pattee Hall, 150 Pillsbury Dr. SE, Minneapolis, MN 55455, (612) 626-8200.

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School-to-Work Opportunities Basic Program Components (Title I)

The Act seeks to improve the knowledge and skills of all American youths by integrating academic and occupational learning, integrating school-based and work-based learning and building effective linkages between secondary and postsecondary education. In addition to a set of general program requirements, the Act calls for the planning, development, and integration of a school-based learning component (Section 102), a work-based learning component (Section 103), and a connecting activities component (Section 104). (See page 5; Figure 1: *Interrelationship of Transition Service Requirements of IDEA and the School-to-Work Opportunities Act of 1994*). The following discussion highlights several aspects of Sections 101 to 104 and discusses their implications for youth with disabilities.

General Program Requirements (Section 101)

The general program requirements of the Act clarify Congress's intent that *all* students participate in programs established under the Act. Several specific provisions and assurances guide the participation of students with disabilities in all programs and services addressed within the Act.

Equal Access Assurances:

With regard to equal access for all students. the law is established to:

> *(5) Provide all students with equal access to the full range of such program components (including both school-based and work-based learning components), and related activities, such as recruitment, enrollment, and placement activities, except that nothing in this Act shall be construed to provide any individual with an entitlement to services under this Act.*

It is not the intent of Congress that Paragraph (5), Section 101 establish an "entitlement" to any student for services or activities under the Act, but to underline the intent and purposes of the Act that all students. regardless of their race, color, national origin, gender, disability, or other characteristics, have the same opportunity to participate in all aspects of School-to-Work Opportunities programs and are not subject to discrimination as student participants in such programs. In fact, numerous references are made throughout the legislation to providing "all students" with the opportunity to participate in School-to-Work Opportunities programs to stress that programs should be designed to serve all students, including those who plan on continuing their education at a college or university. Section 4 of the Act defines *all students* as meaning:

> *(2) Both male and female students from a broad range of backgrounds and circumstances, including disadvantaged students, students with diverse racial, ethnic, or cultural backgrounds, American Indians, Alaskan natives, native Hawaiians, students with disabilities, students with limited English proficiency, migrant children, school dropouts, and academically talented students.*

Congress envisioned that state and local partnerships would design and implement programs that provide appropriate learning opportunities for individuals with diverse backgrounds. The Act specifies certain statutory and regulatory requirements of other federal laws, including civil rights regulations, that may not be neglected in involving students in school-to-work programs. This includes specific reference to students served under the Individuals with Disabilities Education Act (IDEA) of 1990. the Rehabilitation Act of 1973, and others.

Student Participation:

The participation of youth with disabilities in various programs of the School-to-Work Opportunities Act of 1994 must be guided by the already-established transition service requirements of Part B of the IDEA. This means that when determining the participation of youth with disabilities, such decisions must: " (1) be based on the individual student's needs, taking into account the student's preferences and interests; and (2) include (i) instruction, (ii) community experiences, (iii) the development of postschool and other adult living objectives, and (iv) if appropriate, acquisition of daily living skills and functional vocational evaluation." These types of programs and services are currently included within the Act's broad definition of its school-based and work-based learning components, and connecting activities.

Safeguards:

The Act makes assurances that all school-based and work-based learning programs must be operated in compliance with the Fair Labor Standards Act. In an effort to stimulate state and local implementation of school-to-work programming for youth with disabilities, the U.S. Department of Education, Office of Special Education and Rehabilitative Services, recently developed working agreements with the Social Security Administration to ensure greater use of employment incentives, and with the U.S. Department of Labor to provide guidance to educational agencies to ensure

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that programs are operated in compliance with the Fair Labor Standards Act. These working agreements also serve to expand opportunities for youth with disabilities to participate in employment settings for the purposes of assessment, career exploration, job shadowing, and skills training. As state and local School-to-Work Opportunities programs are designed, the stipulations of these working agreements should be followed.

School-Based Learning Component (Section 102)

The school-based learning component of the Act includes a variety of programs and services designed to help all students attain high academic and occupational standards. This includes programs designed to expose students to a broad array of career opportunities, and facilitate the selection of career majors, based on individual interests, goals, strengths, and abilities. Specifically called for in the Act is the improvement of student knowledge and skills by integrating academic and occupational learning, and building effective linkages between secondary and postsecondary programs. When involving students with disabilities in school-based learning programs, several special considerations may need to be taken into account. Several examples are given here.

Career Awareness, Exploration, and Counseling:

Section 102 makes provisions for—

> *(1) career awareness and career exploration and counseling (beginning at the earliest possible age, but not later than the seventh grade) in order to help students who may be interested to identify and select or reconsider, their interests, goals, and career majors, including those options that may not be traditional for their gender, race, or ethnicity.*

Career awareness, exploration, and counseling are essential school-based learning services for *all* students. Students with disabilities, however, may require special assistance in making informed decisions regarding future careers. In this regard, it is important that counselors and other school staff assisting the student and the student's family be familiar with the full range of assistive technology devices, environmental accommodations, job accommodations, and other types of supports needed by individuals with disabilities to fully participate in school- and community-based learning situations. This concern is addressed in the Act's definition of career guidance and counseling. As defined in Section 4, the term *career guidance and counseling* refers to programs that—

> *(B) assist individuals in making and implementing informed educational and occupational choices; and*
> *(C) aid students to develop career options with attention to surmounting gender, race, ethnic, disability, language, or socioeconomic impediments to career options and encouraging careers in nontraditional employment.*

The point here is that students with disabilities may not, without assistance and support, fully benefit from traditional career awareness, exploration, and counseling programs. Another important aspect of this school-to-work provision is its attention to introducing career development planning early in the student's educational career (*not later than the seventh grade*).

Career Majors:

Section 102 states that —

> *(2) Initial selection by interested students of a career major not later than the beginning of the eleventh grade; ...*

Emphasis here must be placed on the statement "initial selection ... not later than the beginning of the eleventh grade." This is certainly not intended to restrict planning and the initial selection of a career major until the eleventh grade (or age equivalent) for any student. For students with disabilities, that planning and selection must begin earlier, and at the latest by the age of 16 years.

Section 4 of the Act specifically defines the term *career major* as —

> *(5) a coherent sequence of courses or field of study that prepares a student for a first job and that —*
> *(C) typically includes at least 2 years of secondary education and at least 1 or 2 years of postsecondary education;*
> *(E) results in the award of—*
> *(i) a high school diploma or its equivalent, such as —*
> *(I) a general equivalency diploma; or*
> *(II) an alternative diploma or certificate for students with disabilities for whom such alternative diploma or certificate is appropriate;*
> *(ii) a certificate or diploma recognizing successful completion of 1 or 2 years of postsecondary education (if appropriate); and*
> *(iii) a skills certificate; . . .*

Important in this definition of *career major* is the flexibility and multiple options afforded to signify the successful completion of high school ("a high school diploma or its equivalent"). The purpose is to ensure that successful completion is available to all students, including students with disabilities, who sometimes are denied this opportunity. The opportunity has been denied in the past when a student has been unable to pass a minimal competency test (required by several states for receipt of a high school diploma) for which accommodations and assessment procedures were not allowed, or when a student received

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instruction in some content areas within an alternative special education program. The definition of career major further emphasizes and stresses the importance of postsecondary education in helping students to successfully complete their career majors. This emphasis on postsecondary education participation among students with disabilities is particularly important in view of recent findings that document low rates of participation in such programs among these students.

"Regularly Scheduled" Evaluations:

The Act also emphasizes the importance of regularly scheduled evaluations for identifying needed learning opportunities for students. Section 102 of the Act provides for —

> *(5) regularly scheduled evaluations involving ongoing consultation and problem-solving with students and school dropouts to identify their academic strengths and weaknesses, academic progress, workplace knowledge, goals, and the need for additional learning opportunities to master core academic and vocational skills; ...*

For youth with disabilities it is important that regular and continuous assessments be used to determine needed accommodations to learning environments, curricula and materials, and instructional procedures. Opportunities to participate in programs have, in the past, been denied when accommodations have not been adequately made for a student. Regularly scheduled assessments may include functional assessments/evaluations and other informal inventories. Part B of IDEA identifies specific procedures and assurances that should provide adequate guidance to state and local administrative authorities regarding this matter.

Transition Planning:

A further provision of the school-based learning component of the Act includes —

> *(6) Procedures to facilitate the entry of students participating in a School-to-Work Opportunities program into additional training or postsecondary education programs as well as to facilitate the transfer of students between education and training programs.*

IDEA specifies that the individualized educational program (IEP) for each student, beginning no later than age 16 (and at a younger age, if determined appropriate) must include a statement of transition services to be provided and a statement of the school's and other participating agencies' responsibilities when providing these services before the student leaves the school setting. The determination of appropriate training or postsecondary education programs is part of a broader array of community services that are to be addressed when planning for the postschool service needs of students with disabilities under Part B of IDEA. The "procedures to facilitate the entry of students" with disabilities in varied training and postsecondary education programs are the procedures now addressed within IDEA.

Work-Based Learning Component (Section 103)

The work-based learning component of the Act stresses the importance of workplaces as active learning environments in the educational process. The Act calls for making employers joint partners with educators in providing opportunities for all students to participate in high quality, work-based learning experiences. The work-based learning component may include such activities as work experience (including paid work experience), job training (including on-the-job training), job shadowing, workplace mentoring, and others. One of the major purposes is to build on and advance a range of promising school-to-work activities, such as tech-prep education, career academies, school-to-apprenticeship programs, youth apprenticeships, school-sponsored enterprises, business-education compacts, and promising strategies that assist school dropouts. Several specific strategies will need to be considered to ensure the full participation of youth with disabilities in these and other programs and activities of the Act. Several are identified and described here.

Work Experience:

Making available comprehensive work experience programs is one of the mandatory activities of the Act. While not specifically defined by the Act, work experience is a broad concept that should be meant to include paid work experiences, including supported employment (as defined in Title I, Part VI-C, of the Rehabilitation Act Amendments of 1986) for youth with disabilities.

Workplace Mentoring:

As defined in Section 4 of the Act, the term *workplace mentor* means—

> *(25) ... an employee or other individual, approved by the employer at a workplace, who possesses the skills and knowledge to be mastered by a student, and who instructs the student, critiques the performance of the student, challenges the student to perform well, and works in consultation with classroom teachers and the employer of the student.*

The reference to "or other individual, approved by the employer," recognizes the importance of involving a wide range of other individuals who can assist youth with disabilities in successfully participating in work-based learning programs. Such individuals may include coworkers as

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Figure 1: Interrelationship of Transition Service Requirements of IDEA and the School-to-Work Opportunities Act of 1994

School-to-Work Opportunities Act of 1994

School-Based Learning Component

- Career awareness and exploration and counseling to identify career interests and goals.
- Selection of a career major by the 11th grade.
- Program of study designed to meet the standards set by Goals 2,000: Educate America Act.
- Integration of academic and vocational learning.
- Regularly scheduled student evaluations.
- Entry into additional postsecondary education.

Work-Based Learning Component

- Work experiences.
- Job training experiences relevant to student career.
- Workplace mentoring.
- Instruction in general workplace competencies.
- Instruction in all aspects of the industry.

Connecting Activities Component

- Match students and employers.
- School site mentor to serve as liaison among employers, schools, and educators.
- Provide technical assistance and services to employers, educators, case managers, and others.
- Provide assistance to schools and employers to integrate school-based and work-based learning.
- Encourage active participation of employers.
- Collect and analyze information regarding post-program outcomes of students.
- Post-program planning and assistance.
- Link youth development activities with employer strategies for upgrading worker skills.

Individuals with Disabilities Education Act of 1990 (IDEA)

- Include (1) instruction; (2) community experiences; (3) development of employment and other postschool adult living objectives; and (4) if appropriate, acquisition of daily living skills and functional vocational evaluation.
- Annual planning and review meetings: functional vocational assessment; assessment of student's needs & interests.
- The IEP for each student , beginning no later than age 16 (and at a younger age, if determined appropriate).

- "Transition services" means a coordinated set of activities for a student, designed within an outcome oriented process that promotes movement from school to postschool activities, including postsecondary education, vocational training, integrated employment (including supported employment), continuing and adult education, adults services, independent living , or community participation.

- Development of employment and other postschool adult living objectives based on students' interests.
- Provision of related services to achieve transition goals.
- The IEP must include a statement of transition services including, if appropriate, a statement of each public agency's and each participating agency's responsibilities or linkages, or both, before the student leaves the school setting.
- Student participation is required in the development of transition plans.
- Graduation assistance is provided.
- Post-program reconvening of the IEP team.

trainers and mentors and school- or community agency-sponsored job coaches, work-study coordinators, special educators, vocational rehabilitation professionals, and others who provide specialized training and support to students with disabilities at worksites. This type of support has been readily acknowledged by employers as an effective means of ensuring that students with disabilities learn and acquire appropriate job skills.

Instruction in General Workplace Competencies:

To ensure meaningful student participation in varied work-based learning activities, the Act promotes —

> *(4) instruction in general workplace competencies, including instruction and activities related to developing positive work attitudes, and employability and participative skills; ...*

This specific work-based learning activity stresses the importance of students developing "work attitudes" and "participative skills" in addition to job-specific skill competencies. For youth with disabilities, this may also include the development of independent living, social, and other skills related to successful community and workplace participation. Research has shown, for example, that individuals with disabilities often experience employment difficulties, due to a lack of personal and interpersonal skills that enable them to successfully interact with coworkers and respond to everyday job demands and expectations.

It is also important that limitations presented by students in the development of "general workplace competencies," shall not be used as a means of excluding such students from participation in the work-based learning component or other components of the Act. Instead, accommodations, based on the procedural intent and requirements of Part B of IDEA, Section 504 of the Rehabilitation Act of 1973, and the Americans with Disabilities Act of 1990 should be fully considered for individual students.

All Aspects of the Industry:

The work-based learning component includes—

> *(5) broad instruction, to the extent practicable, in all aspects of an industry.*

The term *all aspects of an industry* means—

> *Section 4(1) ... All aspects of the industry or industry sector a student is preparing to enter, including planning, management, finances, technical and production skills, underlying principles of technology, labor and community issues, health and safety issues, and environmental issues related to such industry or industry sector.*

By design, workplaces are intended to become environments within which academic and occupational learning are fully integrated. By definition, workplaces should not only be used for the purposes of job skill development, but should become environments where students learn positive work habits, interpersonal and effective communications skills, general knowledge of business operations, demands and expectations of employers, and applied academic skills. This type of flexibility affords all students, including students with disabilities, multiple options and opportunities for learning in applied community-based settings.

Connecting Activities Component (Section 104)

The connecting activities component of the Act encourages the broad participation of community representatives, including employers, parents, students, community-based organizations, secondary and postsecondary schools, and other public and private entities. One of the major activities proposed under this provision of the Act is to ensure that appropriate linkages are established as students make the transition from high school to postsecondary education, on-the-job training, employment, and other facets of community involvement and participation. This also includes attention to evaluating the post-program outcomes of participants in School-to-Work Opportunities programs. These activities are clearly consistent with the transition service requirements of Part B of IDEA for effective improved transition planning and service coordination. The following illustrates the interrelationship of Part B of IDEA and the School-to-Work Opportunities Act of 1994.

Matching Students with the Work-Based Learning Opportunities of Employers:

The transition service requirements of Part B of the Individuals with Disabilities Education Act (IDEA) currently require that the IEP include "a statement of needed transition services for students, beginning no later than age 16 and annually thereafter (and, when determined appropriate for the individual, beginning at age 14 or younger) including, when appropriate, a statement of interagency responsibilities or linkages (or both) before the student leaves the school setting."

IDEA also requires that students with disabilities as well as their parents participate in IEP planning meetings when transition goals and objectives are discussed. Determinations of transition goals and objectives to be included in the student's IEP must be based on adequate and appropriate assessment information that matches the student's preferences, interests and needs to specific learning experiences. When involving students in work-based learning programs, such determinations must be made on the basis of adequate and appropriate assessment information and input

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from students with disabilities and their parents, as well as in consultation with other agencies identified as relevant in supporting students' participation in school-to-work programs and services.

School Site Mentor:

Section 4 of the School-to-Work Opportunities Act defines a *school site mentor* as:

> *(18) ... a professional employed at a school who is dedicated as the advocate for a particular student, and who works in consultation with classroom teachers, counselors, related services personnel, and the employer of the student to design and monitor the progress of the School-to-Work Opportunities program of the student.*

School site mentors for students with disabilities may include teachers, rehabilitation personnel, parent advocates, parents, professional advocates, volunteer advocates, job coaches, paraprofessionals, and others familiar with the student and his or her needs for school-based and work-based learning. The role of school site mentors as defined in Section 4 is also consistent with current efforts in special education to facilitate "inclusion" of students with disabilities in general education programs by providing consultation and support to classroom teachers and other school personnel.

Post-Program Service Coordination:

Connecting activities include "providing assistance to participants who have completed the program in finding an appropriate job, continuing their education, or entering into an additional training program." This also includes "linking the participants with other community services that may be necessary to assure a successful transition from school to work." This language is consistent with the regulatory language of IDEA, Section 300.347(a)(b)(c), which includes the following statutory provision:

> *(a) If a participating agency fails to provide agreed-upon transition services contained in the IEP of a student with a disability, the public agency responsible for the student's education shall, as soon as possible, initiate a meeting for the purpose of identifying alternative strategies to meet the transition objectives and, if necessary, revising the student's IEP.*
>
> *(b) Nothing in this part relieves any participating agency, including the state vocational rehabilitation agency, of the responsibility to provide or pay for any transition service that the agency would otherwise provide to students with disabilities who meet the eligibility criteria of that agency.*

The intent of this section is to ensure that the public agency responsible for the student's education will take necessary steps to see that each student with a disability receives needed transition services. The provisions of Section 300.347 of IDEA give parents and students a means to reengage with the planning team if transition plans as specified on the student's IEP prior to graduation fall through. Implicit in this is the understanding that students will be connected or reconnected to needed community services and supports even after they have completed their school program.

Evaluations of Post-Program Outcomes:

The Act describes a means for "collecting and analyzing information regarding post-program outcomes of participants in the School-to-Work Opportunities program, to the extent practicable, on the basis of socioeconomic status, race, gender, ethnicity, culture, and disability, and on the basis of whether the participants are students with limited English proficiency, school dropouts, disadvantaged students, or academically talented students." To date, numerous postschool follow-up studies of former special education students have been commissioned by the U.S. Department of Education, Office of Special Education and Rehabilitative Services. These earlier studies have identified an array of meaningful outcomes as well as study procedures for collecting and analyzing this information on former special education students.

Of importance in the design of future state and local post-program evaluation systems is the inclusion of an "essential range" of outcomes that help to further our understanding of the postschool status and community adjustment of youth with disabilities. Such outcomes include community living status, social and interpersonal development, recreation and leisure pursuits, community integration, in addition to employment and postsecondary education participation rates.

■ School-to-Work Opportunities Development and Implementation Grants to States (Title II)

The purpose of this subtitle is to assist states in planning and implementing comprehensive statewide School-to-Work Opportunities systems. This process has now begun with the issuance of state development and implementation grants. As states apply for these development and implementation grants, broad-based input and participation by state and local groups and organizations is required. For example, recipients of state development grants must provide—

> *Section 203(b)(3) a description of the manner in which the state has obtained and will continue to obtain the active and continued participation in the planning and development of the statewide School-to-Work Opportunities system, of employers and other interested parties, such as locally elected officials, secondary schools and postsecondary educational institutions (or related*

agencies), business associations, industrial extension centers, employees, labor organizations or associations of such organizations, teachers, related services personnel, students, parents, community-based organizations, rehabilitation agencies and organizations, Indian tribes, registered apprenticeship agencies, vocational educational agencies, vocational student organizations, and human service agencies.

Section 213(d)(5) similarly obligates states seeking implementation grants to "describe the manner in which the state ... will continue to obtain the active and continued involvement" of certain agencies and groups. This includes vocational rehabilitation agencies, human service organizations, educators, students, parents, related services personnel, and others who serve the interests and needs of individuals with disabilities. The type, level, and nature of this continuous input and involvement by state and local representatives is not formally defined by the Act. This will necessitate the development of specific strategies to establish communication and provide meaningful input to proposed state School-to-Work Opportunities systems plans and implementation activities. These special grants programs are briefly described below.

State Development Grants

These grants will enable states to develop comprehensive statewide School-to-Work Opportunities plans. Possible state development activities include:

- Identifying or establishing broad-based partnerships among employers, labor, education, government, and community organizations to participate in the design, development, and administration of School-to-Work Opportunities programs.
- Supporting local School-to-Work Opportunities planning and development activities.
- Conducting labor market analysis and strategic planning for targeting local industry sectors or broad occupational clusters that can provide students work-based learning opportunities in high skill workplaces.
- Working with localities to develop strategies to recruit and retain all students in programs under this Act through collaborations with community-based organizations.
- Analyzing the post-high school employment experiences of recent high school graduates and school dropouts.

All states have received development grants of between $200,000 and $750,000 for a nine-month period. These grants may be extended and funds added, if the state does not receive an implementation grant and if it continues to make significant progress.

State Implementation Grants

These grants will be competitively awarded to states that can demonstrate substantial ability to begin full-scale implementation of the statewide plan. The activities states may undertake with these grants include, but are not limited to the following:

- Recruiting and providing assistance to employers to provide work-based learning experiences for all students.
- Working with localities to develop, recruit, and retain students in School-to-Work Opportunities programs, including those from diverse backgrounds.
- Designing or adapting school curricula that can be used to integrate academic, vocational, and occupational learning.
- Establishing comprehensive programs of school-based and work-based learning experiences for high school students and school dropouts.
- Enhancing linkages between secondary and postsecondary education.
- Providing training for teachers, employers, workplace mentors, counselors, and others.

A major portion of the funds received by states under the implementation grants program must be targeted to the development of School-to-Work Opportunities programs through local partnerships. State grantees must award at least 65% of the funds provided to local partnerships during the first year of the grant, 75% during the second year, and 85% during years 3-5. In the first year, 8 states will receive implementation grants. In each of the three subsequent years, other states will be selected for funding. At the end of four years, all states will have received implementation grants.

■ Grants to Local Partnerships (Title III)

In addition to the state development and implementation grants, the Act provides additional federal funds in the form of grants to "local partnerships" that have built a sound planning and development base for School-to-Work Opportunities programs, and are ready to begin implementing a local School-to-Work Opportunities program.

Local Partnerships:

The statute defines *local partnership* as:

> *Section 4(11) ... a local entity that is responsible for local school-to-work opportunities programs and that —*
>
> *(A) consists of employers, representatives of local educational agencies and local postsecondary educational institutions (including representatives of area*

vocational education schools, where applicable), local educators (such as teachers, counselors, or administrators), representatives of labor organizations or managerial employee representatives, and students; and
(B) may include other entities, such as —
  (i) employer organizations;
  (ii) community-based organizations;
  (iii) national trade associations working at the local levels;
  (iv) industrial extension centers;
  (v) rehabilitation agencies and organizations;
  (vi) registered apprenticeship agencies;
  (vii) local vocational education entities;
  (viii) proprietary institutions of higher education ...;
  (ix) local government agencies;
  (x) parent organizations;
  (xi) teacher organizations;
  (xii) vocational student organizations;
  (xiii) Private Industry Councils ...;
  (xiv) federally recognized Indian tribes, Indian organizations, and Alaska native villages ...; and
  (xv) native Hawaiian entities.

Local partnerships shall include broad representation from individuals and groups at the community level, including individuals, groups, and organizations serving students with disabilities and families. As local partnerships are formed, it will be important to seek out opportunities to include representatives from local rehabilitation agencies and organizations, special education, vocational education, parent organizations, and other entities. You can contact your state education agency for further information concerning current plans, timelines, and lists of key individuals who will assume responsibility for establishing partnerships in your locality.

Implementation grants to local partnerships emphasize establishing programs in high-poverty areas of urban and rural communities to provide support for a comprehensive range of education, training, and support services for youths residing in such areas. The duration of such grants cannot exceed five fiscal years, and the grants are subject to annual approval and to availability of federal appropriations.

■ Strategies for Ensuring the Participation of Youth with Disabilities in the School-to-Work Opportunities Act

Several state systems change projects for youth with disabilities, funded through the U.S. Department of Education, Office of Special Education and Rehabilitative Services, have collaborated with their State School-to-Work Opportunities planning teams to enhance the participation of youth with disabilities in the various programs and services of the Act. Described here are several strategies and recommendations that professionals, parents, and advocates may find useful in advocating the participation of youth with disabilities in the School-to-Work Opportunities Act of 1994. These strategies include:

- The statutory language encourages broad-based participation among employers, secondary schools, and postsecondary educational institutions (or related agencies), business associations, labor organizations, industrial extension centers, teachers, related services personnel, students, parents, community-based organizations, rehabilitation agencies and organizations, registered apprenticeship agencies, local vocational educational agencies, vocational student organizations, state or regional cooperative education associations, and human service agencies. Each state has now received a development grant and established a state-level School-to-Work Opportunities team. State and local agencies and organizations should review the membership makeup of these teams to ensure that individuals with disabilities, or those who represent the transition needs of youth with disabilities, are included as members of state development and implementation teams.

- Publicize and inform state and local officials on the transition service requirements of Part B of the Individuals with Disabilities Education Act of 1990 and their direct and consistent relationship with the activities planned under the School-to-Work Opportunities Act.

- Engage in informational outreach activities with other groups and organizations in your state involved in serving youths with disabilities. These include: state and local parent groups and organizations, rehabilitation programs, special education units, and organizations of people with disabilities (i.e., ARCs and others).

- When establishing priorities for the funding of local school-to-work implementation grants, include language that ensures the full participation of all students, including students with disabilities, in the programs and services addressed in Sections 101-104 of the Act.

- Volunteer your time and services to assist state and local planning and implementation teams in the preparation and review of federal development and implementation grant applications concerning the involvement and participation of youths with disabilities in the various programs and services of the Act.

- Distribute information (i.e., best practices, "success" stories, etc.) at key state policy levels concerning meaningful ways in which youths with disabilities can readily participate in and benefit from the school-based and work-based learning components of the Act.

■ Conclusion

Since 1983, the school-to-work transition of youths with disabilities has been a major policy initiative and a high priority within the U.S. Department of Education, OSERS, and state education agencies across the nation. For over a decade now, the federal government, in cooperation with state and local programs, has stimulated the development of transition programs and services through the funding of research, demonstration, and training projects. Through these activities, we have come a long way in ensuring that individuals with disabilities throughout the nation achieve meaningful and productive lives following their high school experience. The lessons learned and the innovations developed over the past decade must be brought to the attention of state School-to-Work Opportunities planning teams. We encourage state and local special education units, vocational rehabilitation agencies, other human service agencies, and parent and consumer groups to actively engage in discussions regarding the interrelationship of the School-to-Work Opportunities Act to the transition service provisions of the Individuals with Disabilities Education Act (IDEA, P.L. 101-476).

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D. STATE PLANNING GUIDE FOR A COMPREHENSIVE SYSTEM

CONTENT AND USE

The State Planning Guide is designed to help States develop implementation plans that will lead to integrated School-to-Work systems. The guide does not represent requirements that States must meet in order to apply for an Implementation Grant, although it does incorporate many requirements from the School-to-Work Opportunities Act of 1994. It is not expected that States will have every component of their school-to-work systems in place when their application for implementation funds is submitted. The guide is intended as a tool to assist States in evaluating the current status of key system components and in long-term strategic planning, rather than a one-time screening exercise.

The most effective plans will most likely be those in which a State:

- articulates the vision of its system
- outlines a plan for implementing the system
- analyzes its current strengths and weaknesses
- builds on strengths and, for any gaps identified, develops concrete strategies for addressing them.

To this end, the guide describes the framework of a very comprehensive system and provides additional information on key elements without prescribing how key elements might look in various States. The State's School-to-Work vision, implementation plan and grant application should be products of collaboration by all key partners. State partnerships may use the guide to assess development needs, build strategies and form action teams to address system gaps, as well as sharing it with stakeholders and local planning groups. The State Planning Guide should provide States with material which they can adapt and build on, and may be useful at periodic checkpoints during development and implementation.

I. Comprehensive Statewide System

Key elements of a comprehensive State system include: Partnership, Structure and Content.

IA. Comprehensive Statewide System -- Partnership

The need for comprehensive reform challenges States to new levels of partnership, requiring broad-based membership and active commitment. It also requires new levels of collaboration, in order to align State initiatives and maximize funding in support of related goals. School-to-Work and related initiatives must be seen as interdependent and mutually supporting long-term investment strategies. Inclusiveness and commitment at the State level should be mirrored by inclusiveness and commitment at the local level.

Sustained, Meaningful, and Active Participation	State partnership is a genuine, inclusive partnership; it involves all the following required entities (as listed in the STWO Act) as active team members: o the Governor o the State educational agency o the State agency officials responsible for economic development o the State agency officials responsible for employment o the State agency officials responsible for job training o the State agency officials responsible for post-secondary education o the State agency officials responsible for vocational education o the State agency officials responsible for vocational rehabilitation o the individual assigned for the State under section 111(b)(1) of the Carl Perkins Act o other appropriate officials, including the State human resource investment council established in accordance with Title VII of JTPA, if the State has established such a council o representatives of the private sector State partnership is tailored to reflect all key STWO constituents. State has identified and involved key parties other than those listed above, such as organized labor, State legislators, and community-based organizations.

Sustained, Meaningful, and Active Participation	Partnership activities demonstrate: o **high levels of collaboration**: all partners participate significantly in the design and implementation of the system. Partnership maximizes past and concurrent collaborations among members. Policies and activities demonstrate State team's ability to build consensus, implement ideas and mediate diverse interests. o **high levels of concurrence**: all partners share a common vision of the statewide STWO system, support the implementation plan, and are specifically and equally committed to making it a reality. Long-term strategies promote the continued participation of all members in building and sustaining the system. State has identified a cadre of "champions": individuals who represent a variety of stakeholder groups, and who can forcefully and convincingly carry the school-to-work message throughout the implementation period and beyond.
Partnership Structure Accomplishes Goals and Effects Change	Partners' roles and responsibilities in implementing a comprehensive statewide system are clearly defined, understood and agreed to by all members, and appropriate to the individual or organization. Support by representatives of each partner organization is evident by their involvement in system development, revision, implementation, including commitment of resources. Overall governance structure, sub-groups, goals and timelines promote partnership's ability to implement system components. All working groups have appropriate and active membership. Size, composition, authority and quality of these groups enables them to accomplish objectives, while operating within and communicating with the broader partnership, and furthering the partnership vision. Activities, vision and policies of the partnership are designed to promote increasing participation in a system which is broad-based, and which requires commitment of and delivers benefits to all parties involved.

IB. Comprehensive Statewide System -- Structure

From the outset, the State's system vision must be clear and widely understood, in order to gauge progress, provide governance, and handle mid-course corrections during the implementation process. The State framework must be geared to result in statewide, system-wide change in the way all youth are educated and prepared for work and further education.

Interlocking Initiatives: Education Reform Economic Development and Workforce Development	**Education reform** efforts, both State initiatives and Federal efforts such as those under the Perkins Act, the Improving America's Schools Act, the GOALS 2000: Educate America Act, the Individuals With Disabilities Education Act, the Rehabilitation Act, and the Adult Education Act, **economic development** efforts such as State investments and key-industry initiatives,and **workforce development** efforts, both State initiatives and Federal efforts such as those under Titles IIA, B, and C of the Job Training Partnership Act, the JOBS Program of the Family Support Act, the Wagner-Peyser Act, and the National Skills Standards Act are being integrated as one system. Federally-funded efforts are coordinated with State initiatives in a way that maximizes State flexibility, State decision-making and State objectives. Key elements such as labor market information, research/policy reports, best practices, existing programs, education reform legislation, STW legislation/ regulations, and industry standards, are integrated into a model that meets State needs. STWO dollars, joined with private sector and other resources, are used to leverage funds for comprehensive reform. All funding is effectively utilized to further State investment goals and strategies.

Comprehensive Education Reform	STWO plan will produce statewide change in the way youth are educated and prepared for further education. Plan is unified by a clear vision for systemic change which identifies goals, strategies, and performance measures to gauge success. State Plan: o includes a process to insure the continuity of the infrastructure, including how State and local investments will contribute to and finally "institutionalize" the system. o integrates STW, Carl Perkins, JTPA, and Goals 2000 or other State education reform initiative plans and proposals in one vision designed to achieve comprehensive education reform. o effectively aligns with other statewide priorities, producing a unified strategy for State improvement which includes and supports the implementation of a STWO system (see below) State's legislative assembly has been part of planning activities; present and pending legislation supports the system vision. All parties necessary to unify programs into systems are committed to this vision.
Special Emphasis: Consistency with GOALS 2000 or Other State Education Reform Initiative	STWO planning team and the GOALS 2000 or other State education reform initiative team coordinate on an ongoing basis; coordination results in a STWO system which is consistent with the State's Goals 2000 improvement plan or other education reform strategy. Implementation of the STWO plan is connected to the benchmarks and timelines of any overarching State education reform plan. The STWO system incorporates or coordinates with the academic content standards, benchmarks and timelines of the State's GOALS 2000 State Improvement plan or other education reform strategy. STWO system includes methods to assist all students in achieving the challenging academic content standards developed under GOALS 2000 or other State initiative.

Coordinates Existing Programs	System incorporates existing local education and training programs, including those STWO systems funded under Title III of the STWO Act and related Federal, State, and local programs. System develops and enhances promising existing STW programs, incorporates new directions and approaches into existing models so that they are aligned with STWO priorities to ensure that all STWO programs include school-based learning, work-based learning, and connecting activities. To the extent possible, system utilizes technology to link partners in the STWO network as well as linking the STWO network with related State improvement initiatives. Technology is appropriately used to expand capability for management and performance evaluation, disseminate labor market information, and enhance resource sharing, instruction, assessment and placement.
Structure Aligns and Connects Key Components	State system integrates school-based and work-based learning, integrates academic and vocational education, and establishes linkages between secondary and postsecondary education. System includes: o curricula jointly-developed by educators and representatives of business and labor, o sequenced programs of high quality work-based and school-based experiences that balance knowledge and application, address all aspects of target industries, develop technical, basic and advanced academic skills, and include benchmarks for both work-based and school-based components, and o a continuum including post-secondary education and all other post-high school options, rather than an isolated secondary school or tracking program. (see below)
Establishes a K-Life Continuum	Plan ensures a range of options for all students, including options for higher education, additional training and high-skill, high-wage jobs. State system integrates programs and services to help students identify appropriate next steps and connect with post-graduation opportunities, including certification programs, job placement services, one-stop career centers, articulation agreements with postsecondary institutions, and education/career counseling that begins early and includes post-graduation follow-up and services.

IC. Comprehensive Statewide System -- Content

In addition to being anchored in the State's larger context of education reform/restructuring, workforce development and economic development, the School-to-Work system should demonstrate quality and comprehensiveness. Ultimately, the State should be able to articulate the framework of students'(K-16) STW experience, with an understanding of how all key components come together in sequenced career majors that cover multiple aspects of industry clusters, involve application of academic and vocational skills, and offer rich work-based experiences.

Interlocking Components: Work-Based Learning, School-Based Learning and Connecting Activities	**The work-based learning component** supports and builds on the school-based component, transforming workplaces into active pieces of the education system. This integrated course of study enables students to combine knowing and doing, and ensures that experiences and skills gained are relevant to high-skill/high-wage jobs. As listed in the STWO Act, the work-based component must include: 1) work experience (see below) 2) a planned program of job training and work experiences that: o utilize pre-employment and employment skills, mastered at progressively higher levels o coordinate with the content of the school-based learning component o relate to students' career majors, and o lead to skill certificates 3) workplace mentoring 4) instruction in general workplace competencies such as work attitudes and team skills 5) broad instruction, to the greatest possible extent, in all aspects of the industry The workplace component may also include a range of activities such as, but not limited to paid work experience, internships, on-the-job-training, school-based enterprises, and job shadowing.

Interlocking Components: Work-Based Learning, School-Based Learning and Connecting Activities	This component should include risk specific training to students participating in learning experiences at the employer's work site. At a minimum, the training should enable the student to demonstrate an understanding of the: o specific tasks or operation associated with their learning experience which pose risks, o proper use of tools, devices, and equipment provided to control identified risks, o procedures for responding to any potential hazards the youth identifies, and o procedures for reporting illness and injury.
Special Emphasis: Paid, High-Quality Work-Based Learning	To the fullest extent possible, State includes paid, high-quality work-based learning experiences as an integral part of its STWO system. Employer recruitment strategies incorporate this priority, and include incentives to employers providing paid work experience. State system helps local partnerships develop strategies to recruit employers in industries and occupations offering high-skill, high-wage job opportunities. Labor market information, marketing, incentive and recruitment strategies (including employer recruitment of employers) are utilized to identify and engage such employers as long-term, active members of local partnerships. Framework includes methods to ensure consistent high quality work-based learning experiences across the State. State may provide guidance through model quality standards, evaluation and technical assistance to local systems and providers of work-based learning opportunities

Interlocking Components: Work-Based Learning, School-Based Learning and Connecting Activities	**The school-based learning component** supports and builds on the work-based component, providing students with high level academic and technical skills. The school based component systematically incorporates the following activities, as listed in the STWO Act: o career awareness and exploration beginning no later than 7th grade, including options that may not be traditional for their gender, race or ethnicity o selection of a career major no later than the beginning of 11th grade, o a program of study which meets academic content standards established by the State, including standards established under Goals 2000 or the State's education reform initiative, and those required for post-secondary education and skills certification, o curriculum and instruction which covers all aspects of the industry for each career major, includes applied methodologies, and integrates academic and professional/technical skills, o regular assessment and evaluation for students, to assist them in identifying goals, strengths, weaknesses, progress and achievements, problem-solving strategies, and additional training needs, o procedures to assist students in connecting with additional training or post-secondary programs, and transferring between education and training programs. State framework supports schools as high-performance organizations, promoting quality teaching and learning through features like: regular staff development, teacher planning time to accommodate new responsibilities and course content, innovations to address diverse learning styles and needs, team-teaching across disciplines/inter-disciplinary teacher groups that operate as teams for each career cluster, portfolio assessments, block scheduling, elimination of the "general track", and use of technology for teaching and professional development.

Interlocking Components: Work-Based Learning, **School-Based Learning and** Connecting Activities	The school-based learning component should provide students with general awareness training in occupational safety and health. Students receiving general awareness training should be sufficiently informed as to be able to: o describe the general nature and types of work related health problems, o describe the risk factors associated with the most common jobs held by young workers, o describe the concept of hazard control strategies and give examples, o list the jobs prohibited to young workers by applicable local, State, and federal laws, and o describe the procedures and policies regarding the reporting of work-related diseases and injuries at both the State and federal levels.

Interlocking Components: Work-Based Learning, School-Based Learning and Connecting Activities	**The connecting activities** component connects students' school and work activities and links employers and educators. As listed in the Act, a systematic connecting activities component o matches students with appropriate work-based learning opportunities offered by employers, o includes a school-site mentoring program to effectively link each student with his/her employer (and any workplace mentor), teacher, parents, school/school administration, and other community partners, o provides technical assistance and services to employers, including small and medium-sized businesses, and other parties in: 1) designing school- and work-based learning, counseling, and case management components, 2) training teachers, counselors and workplace and school-site mentors, o encourages active employer participation, in cooperation with local education officials, in implementing local activities, o provides assistance to participants in finding an appropriate job, continuing their education, or entering additional training, o links participants with community services to support the transition from school to work, o collects and analyzes post-program outcome data for STWO participants, and o links STWO youth development activities with employer and industry strategies for upgrading worker skills.

Interlocking Components: Work-Based Learning, School-Based Learning and Connecting Activities	Interlocking framework provides a continuous feedback loop between classroom and worksite Staff development and interchange between employers and educators is used to: 1) build shared vision, through activities like business-education summits and exchange programs, or teacher internships in industry, 2) develop well-integrated, relevant, high-quality work-based and school-based learning components, and, 3) build shared responsibility for performance. Connecting component identifies desired results of linking business and education, and achieves performance measures, which may include: jointly-developed curricula which lays out concurrent work-based and school-based objectives, jointly-developed and monitored student learning plans, evaluation guidelines, and mentoring/job shadowing training handbooks.
Skill Standards, Certification, and Portability	System includes a process for assessing skills and issuing skill certificates that are benchmarked to high quality standards, such as those envisioned in the Goals 2000: Educate America Act or other State education reform initiative. Process has high potential for producing portable credentials. System includes a process for certifying mastery in accord with State industry-validated standards, taking into account any relevant National standards. School districts, community colleges, employers, unions, parents, etc., collaborate in the development of standards and certification plans. School-based and work-based components address initial and advanced mastery levels

II. Commitment of Employers and Other Interested Parties

All parties necessary for a comprehensive and self-sustaining STWO network must be included in the State partnership as committed and active members. The partnership structure must also include means for ensuring continued and increasingly broad-based involvement, in order to effectively promote system-wide change at State and local levels.

Active Involvement	State has already obtained active and continuing involvement of employers and other key parties critical to the success of the system. Interested parties listed in the STWO Act include: o locally elected officials o secondary schools o post-secondary educational institutions (or related agencies) o business associations o industrial extension centers o employees o labor organizations or associations of such organizations o teachers and related services personnel o students o parents o community-based organizations o rehabilitation agencies and organizations o registered apprenticeship agencies o local vocational educational agencies o vocational student organizations o State or regional cooperative education organizations o human service agencies All key parties have been involved in the development and implementation of the STWO system to date.

Active Involvement	State has formal and informal networks in place for maintaining significant levels of participation among business, labor, postsecondary institutions and other key parties. State's legislative body has been engaged in the process to date and is knowledgeable about school-to-work issues. State can show how this communication will be maintained.
Shared Vision and Equal Partnership	State has promoted a working knowledge, across all communities, of school-to-work systems and their impact. Communication and marketing strategies are in place to reach such groups as teachers, school administrators, employers and associations, organized labor, parents, students, community-based organizations, private vocational schools, community colleges, higher education institutions, and local providers of employment, training and social services. Employers are joint partners with educators in the design and implementation of the overall STWO system. Business and organized labor/employee representatives have roles in developing curriculum, work-based and school-based components which are conceptually linked and mutually reinforcing, high occupational and academic standards, skills standards and certification methods. State's system encourages and supports employers' ability to coordinate their school improvement and workforce development activities, to maximize the impact of their involvement and minimize duplication of effort. State's development and outreach activities, such as business/education summits and exchange programs, business and labor forums, and teacher internships in industry, are building a shared vision among partners.

System Expansion	The State plan includes a process to broaden involvement in the partnership as the system matures. State has assessed overall readiness of employers and other key groups to support the system. State has specific strategies to recruit employers and other key parties and market the system to them. Strategies recognize the concerns and interests of these groups, define specific roles for them, and utilize their strengths appropriately. For example, the employer strategy: 1) is developed by employers, utilizes employers as spokespeople and markets through channels which are accessible to and have standing with employers, 2) presents employers with a continuum of options for involvement, and values all contributions as supporting the system. This enables all types and sizes of employers to participate and values all contributions, from providing work-based learning experiences to providing paid release time for parents to participate in activities relating to their children's education, to developing industry skill standards. State has methods to evaluate, on an ongoing basis, stakeholder needs and capacities, and adapt system appropriately. These management, networking and implementation strategies are designed to accomplish systemic change.

III. Participation of All Students

The State's STWO plan should ensure opportunity for every student, K-16, in all schools, including traditional and alternative learning environments as well as school dropouts, to participate in STWO systems. Moving away from the distinction between college- and non-college-bound, the STWO system must encompass students from diverse backgrounds, build quality and facilitate transitions between secondary and all post-secondary education and training options.

All-Inclusive System	State strategy ensures that **all students** (see next page for STWO Act definition) will have meaningful opportunities to participate in the STWO system. This means that the State's School to Work system, while it is likely transparent to participants, structures the education experience of every student in the State, including those in private schools, parochial schools, vocational schools, private vocational schools, and alternative programs. System elements like technical assistance, dissemination, inter-regional mentoring, and funding strategies will enable students statewide to begin benefiting from STWO efforts whether or not they attend schools targeted for full-scale implementation in the first years of the State's rollout plan. System includes methods to recruit and assess students; methods relate to system goals and are appropriately tailored to the needs of target student groups. State plan involves students, teachers, parents, and other key groups in all stages of the design and implementation of the system, including leadership, development of individual learning plans, and evaluation of system effectiveness.

Universal Access and Targeted Strategies	State has identified barriers to successful participation by all students, as listed in the STWO Act: o male and female students from a broad range of backgrounds and circumstances, including: o disadvantaged students o students with diverse racial, ethnic or cultural backgrounds o American Indians o Alaska Natives o Native Hawaiians o students with disabilities o students with limited English proficiency o migrant children o school dropouts o academically talented students State has specific strategies in place for addressing students from each group. Plan identifies: o organizations and resources with success in serving target groups, and can show that these groups have specific roles in building the system, providing support services, and assisting in integrating school improvement and workforce development. o linkages with existing programs with success in serving targeted populations, and can show how best practices are incorporated into the system. o gaps in services, and can show how the STWO system includes convincing and specific strategies to improve delivery.

Universal Access and Targeted Strategies	Delivery plans are appropriate to each target group, including such specific strategies as: o realistic goals and methods for assisting young women to participate in STWO programs leading to employment in high-performance, high-paying jobs, including non-traditional jobs, o strategies for serving students from rural communities with low population densities, o methods for recruiting and supporting the participation of school drop-outs, and o assessment, accommodation and support for learners with disabilities. Technical assistance is provided at the regional/local level to assist partnerships in including all students in their systems.
Balancing Protection and Opportunity	Methods are in place to assure legal, safe and healthy work environments for students, while still providing students with challenging, high-quality work-based learning experiences. State system: 1) includes a process by which potential risks are identified by competent personnel, 2) provides up-front information to students and parents or guardians about potential risks and defines the role of parents or guardians in determining what is too risky, 3) includes a written agreement between the school and the employer which addresses health and safety issues and clearly defines roles and responsibilities for ensuring the safety of the student.

Balancing Protection and Opportunity	State system concurs with such standards and limitations as those under the Fair Labor Standards Act, the Americans with Disabilities Act, the Individuals with Disabilities Education Act. State and local laws (if more protective), the Department of Labor's Work Experience and Career Exploration Program provisions (if applicable), and Occupational Safety and Health Administration regulations. State system includes a process, (which may require formal agreements/memorandums of understanding), by which employers, labor organizations and, where necessary, regulatory agencies collaborate to identify and resolve issues such as wage and hour, part-time worker status, full-time worker displacement, workers' compensation and liability. State system ensures consistency, for students statewide, of high quality work-based components which are in compliance with regulations. Methods may include developing and disseminating standards and guidance for local partnerships regarding these issues.

IV. Stimulating and Supporting Local School-to-Work Opportunities Systems

One implementation goal is to establish a statewide STWO system which combines consistent quality and features with delivery customized at the local level. The State's plan should coordinate State and local activities, provide guidance and support for local program development, and expand the system over time.

Framework for Statewide Rollout	The STWO system, with grassroots input and buy-in, organizes the State into a network of partnerships that is an effective vehicle for rollout at the regional/local level. The system either: a) identifies an existing structure or overlapping structures-- such as counties, school districts, economic development regions, traditional/geographic divisions, JTPA service delivery areas -- for regional management of implementation, based on those factors most relevant to State "identity" and best suited to support State education reform, economic development and workforce development goals, or b) creates a structure which is based on an analysis of above issues, incorporates State priorities, and adjusts for gaps in the existing structures Whether (a) or (b), the State builds regional/local consensus in support of this network. The structure should promote State-regional and inter-regional collaboration and exchange, and effectively channel the flow of funds, information, services

Process for Statewide Rollout	With regions mapped out, State has a process for launching and expanding STWO implementation through this network, and has a timeline to achieve comprehensive statewide coverage. State process for regional/local capacity-building includes systematic funding and technical support strategies to 1) identify and assist regions ready to implement systems, 2) increase capacity of regions requiring additional planning and development, and 3) address new issues as they arise. State proposes a variety of assistance to local partnerships, such as developing model curricula and innovative instructional methodologies, expanding and improving career and academic counseling, providing guidance on workplace issues and labor laws, and providing incentives for employer involvement. System includes effective means for providing assistance. These might include clearinghouses, resource centers, and/or electronic networks for disseminating information and coordinating STW activities, sponsored meetings and research, State quality indicators/model program guides, and direct and brokered technical assistance to develop a STW learning community within the State.

Professional Development to Support Implementation	State has a comprehensive plan to provide professional development to school-based and work-based staff in support of implementation goals. State has a process to provide and broker training based on survey of need. Plan may include evaluating the expertise of teachers, counselors, school administrators, agency partners, employers and labor organizations in such subjects as principles and practices of educational reform and STW systems, student assessment methods, employability requirements, employer expectations, high performance workplaces, system design, analysis, and continuous improvement methods. State has articulated specific goals for integrated school-based, work-based and connecting components, has identified experts to provide training in best practices, and has plans for developing capacity. Professional development promotes exchange across the range of stakeholders. Activities may include: o providing opportunities for teachers and career counselors to experience employer settings in depth, o providing training and support to maximize contributions by employers and organized labor to education (such as development of work-based and school-based components, mentoring curricula, skill standards, employer/educator team-teaching, employer input into restructuring schools as high-performance organizations), o developing a shared knowledge-base among elementary, secondary and post-secondary staff in areas like contextual learning, portfolio assessment, and use of technology, and o assisting administrators and teachers in jointly developing school improvement plans and investigating measures like block scheduling, improved teacher planning time, and replacing the Carnegie unit with performance measures.

Integration of Existing Programs	State has strategies for assuring that all local STWO initiatives, including those that are funded under Title III of the STWO Act, are effectively integrated into a statewide system. State system integrates partnerships funded as State pilot projects or federal Local or Urban/Rural Opportunities grants. State has strategies to support, to the extent possible, the continued activity of any Local and/or UROG grants, so that these investments are realized and contribute to the State system. State has a phased plan to expand the system, ensuring that all geographic areas of the State have an opportunity to participate within a reasonable period of time.
Information Systems to Support Implementation	State has identified specific needs of local labor markets in various geographic areas across the State. State has a labor market information system capable of assisting local partnerships in identifying critical and emerging industries and occupational clusters. System includes a process for collecting and updating labor market information and providing information to regions/locals regularly and timely. Plan includes technical assistance for regions/locals in using data. State has a data gathering system in place; data gathering procedures are consistent with data collection needs: procedures are designed to collect information on key system components, objectives and performance measures identified by the State. Data gathering procedures measure system impact for a variety of issues and at several levels (local, substate/regional, State). State effectively uses technology to connect partnerships in the statewide system for areas such as networking, dissemination, technical assistance, professional development and labor market information.

V. Resources

Federal STWO dollars are intended as venture capital. Additional Federal, State, and local resources, including private sector resources, must be leveraged to build the system. The State STWO initiative should include, from its inception, a realistic phased plan for self-maintenance.

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Broad-based Participation and Integrated Resources	Federal, State, and local resources are committed to implement the STWO plan: sources are diverse, contributions are substantive and appropriate. From the beginning of the initiative, a variety of matching resources are committed to support the system. System effectively combines resources such as money, staff, curriculum, facilities, and employers within local regions and statewide. Funding for programs incorporated under the STW framework is coordinated to further system activities through such mechanisms as jointly-funded positions, cooperative purchasing agreements, etc. State has begun to identify waivers of requirements which it may request, and to articulate how these will contribute to systemic reform and more flexible funding.

Funds Maximized	State has practical strategies to combine Federal, State, and local resources, including private sector resources, to sustain the system when Federal resources under the STWO Act are no longer available. Resource plan and use matches overall strategy of integrating the State's education reform, economic development, and workforce development initiatives. State has specific strategies for recruiting new support and maintaining existing support, and uses existing funds to leverage additional resources. State has a five-year funding development plan with benchmarks. In a way that is logical given State partners and resources, and does not create additional bureaucratic layers, the plan should ultimately: 1) link all relevant funding sources, and 2) effectively structure the flow of funds through the State and local systems.
Budget Organized to Build and Sustain System	Budget limits administrative and equipment costs in order to maximize the funds spent facilitating services to students through programs linked within the STWO infrastructure Budget breaks out line items and provides detail through budget narrative where possible. Budget provides supporting information for items which might appear unjustified or unreasonable in isolation. Budget reflects implementation workplan/timeline (see below) Budget lays out activities which are funded with Federal dollars and activities which are funded with State and local dollars or in-kind match, showing how all funds contribute in a coherent way to building a system which is ultimately self-sustaining, and indicates how State dollars complement Federal funds requested.
Statutory Support for Maintaining System	Strategy for sustaining the system after Federal funding ends includes enactment of a statute designating School-to-Work as a State priority, and earmarking State funds for its support.

VI. Management Plan

The State's management plan should be an evolving document; a road map for implementation. The plan should help the State articulate how system design supports the implementation process, and outline how the State partnership will achieve its goals.

Effective Organizational Structure	Governance structure includes: o key administrative roles covered by appropriate entities, o a qualified fiscal agent with a proven track record in finance and administrative issues related to STWO o a high-level group empowered to commit resources and initiate change, directly linked with o a mechanism for managing day-to-day operations of the system-building process and implementing change, and o short and long range plans that connect and streamline existing structures rather than creating new bureaucracies.
System Analysis, Flexibility, Continuous Improvement	Management plan and process includes identifying barriers to implementation and developing effective methods for addressing barriers as they arise. On an ongoing basis, State analyzes its system for possible barriers in areas like "all students", partnership and collaboration, child labor laws and student placement at the worksite, integrated school-based and work-based learning, the priority for training and placement in high-skill/high-wage jobs, and transition to post-secondary education, identifies barriers, provides concrete strategies to prevent or address them, and involves all key parties in the solution.
System Evaluation	Management plan and process includes: o reasonable and measurable performance goals o a mechanism for ongoing evaluation of system effectiveness, with regularly scheduled assessment of process and outcome goals, o a process for improvements or redesigns based on evaluation, and o flexibility which makes change possible.

Data Collection	State has a data collection process for tracking and reporting on activities completed under the STWO plan which supports effective evaluation and management. State has baseline data on the number of students, businesses, and schools it considers to be fully participating elements of its STW system and has established methods to measure, against each element, progress towards full-scale Statewide implementation. Information is used to monitor progress, improve the system, and communicate findings to a variety of stakeholders in-State and out of State. Channels exist for timely and accurate flow of information. State system assists local partnerships in collecting system and student data, and to compile and analyze statewide data. State has established a process to measure non-federal resources leveraged as a result of its federal Implementation Grant activities. To the extent possible, State utilizes technology and state-of-the art practices in areas of data collection, reporting, and communication to facilitate implementation, management and growth of the system.

Mapping Process for Implementation	State's vision is tied to a workplan/timeline that maps the implementation process. Workplan outlines major implementation goals over a five-year period. Workplan is regularly updated as the system-building process evolves. Workplan identifies key activities, lists short and long-term goals, breaks goals down into manageable objectives and states outcomes by which progress will be measured, identifies key individuals or groups accountable for achieving objectives, and, to the extent possible, identifies specific dates by which the objectives will be accomplished. Workplan is tied to budget so that expenditure/obligation levels may be easily tracked. Plan takes into consideration the phase-in, phase-out pattern of Federal funding, so that by the third year of the five-year plan: 1) all regions have been included in the State investment and have moved from the development to the implementation phase, while 2) regions included in the first implementation cycle are phased off Federal funds in the third or fourth year and are self-sustaining.

E. Relationships Among the Activities of Goals 2000, the STWOA, and WI Initiatives

Goals 2000	STWOA	WI Initiatives
CONTENT AND PERFORMANCE STANDARDS the establishment or adoption of challenging content and student performance standards for all students and the use of curricula, instructional practices, assessments or systems of assessments, technology, and professional preparation and development approaches appropriate to help all students reach such standards; *By the year 2000, all students... demonstrated competency over challenging subject matter including... and every school in America will ensure that all students learn to use their minds as well, so they may be prepared for responsible citizenship, further learning, and productive employment in our Nations modern economy [sec. 102(3)]*	provide post-program assistance; post-program outcomes (sec. 104) describe a process for assessing skills and knowledge deemed necessary for students to move into workforce (sec. 212) award certificates for students who meet or exceed standards (sec. 212) design challenging curriculum (sec. 202) develop labor market analysis system (sec. 202) analyze post-high school experience of recent graduates and dropouts assure participation of all students, including those disabled (sec. 212)	WI Educational Goals identify specific learner, institutional and societal expectations WI Learner Outcomes identify targets for state educational goals WI Developmental Guidance Model WI Assessment System Twenty Standards

Goals 2000	STWOA	WI Initiatives
OPPORTUNITY-TO-LEARN STANDARDS the establishment or adoption of opportunity-to-learn standards that will define the conditions of teaching and learning that provide all students the opportunity to meet the challenging content and student performance standards; *certify state content standards and state student performance standards...[sec. 211(2)]* *certify opportunity-to-learn standards submitted by states...[sec. 211(4)]*	provide students opportunity to complete a career major (sec. 101) require funded programs to have work-bases learning component (sec. 102) require school-based learning component include: career exploration and counseling; a career major; program of study that meets "challenging academic standards" and requirements needed to earn a skill certificate; and regularly scheduled student evaluations (sec. 103) design model curricula that integrates academic and vocational learning, school and work-based learning, and secondary and post-secondary education (sec. 212) train teacher, employers, counselors, and workplace mentors (sec. 212) identify best practices (sec. 212)	Tech Prep Post-secondary Enrollment Options Eisenhower Grant supporting development of applied curriculum Connecting the Curriculum Grant supporting integrated curriculum development Youth Apprenticeship Programs Work Experience Programs Education for Employment Staff Development/Teacher Education Grants

Goals 2000	STWOA	WI Initiatives
GOVERNANCE		
needed changes in the governance and management of the education system in order to effectively focus schools on, and assist schools in, preparing all students to meet the challenging state standards; *simultaneous top-down and bottom-up education reform is necessary to spur creative and innovative approaches...to help all students achieve internationally competitive standards. [sec. 301(4)]*	Promote the formation of local partnerships between elementary schools and secondary schools (including middle schools) and local businesses [sec. 3 (a)(5)]	STW governance structure including DOA, DPI, DILHR, WTCSB, and UW system adopted 1993 WI Youth Apprenticeship Council Joint VTAE/DPI Task Force on Implementing Occupational Opetions, March 1991 Governor's Commission for a Quality Workforce, April 1991 Governor's Cabinet for a Quality Workforce, 1991 Commission on Schools for the 21st Century, Dec. 1990

Goals 2000	STWOA	WI Initiatives
LEADERSHIP STRATEGIES comprehensive strategies to involve communities, including parents, businesses, institutions of higher education, libraries, museums, employment and training agencies, health and human service agencies, and other public and private nonprofit agencies that provide nonsectarian social services, health care, child care, early childhood education, and nutrition to students, in helping all students meet the challenging state standards; *leadership must come from teachers, related services personnel, principals, and parents in individual schools, and from policy makers at the local, State, tribal, and national levels in order for lasting improvements in student performance to occur. [sec. 301(3)]*	link to employer strategies for upgrading worker skills (sec. 104) require connecting school- and work-based learning activities (sec. 104) require liaison activities among employer, school, teacher, parent and student (sec. 104) match students to work-based learning activities (sec. 104) plan how state officials would collaborate; how employers and various interest groups would be involved; how activities would be coordinated (sec. 202) establish broad-based partnerships, conduct outreach activities (sec. 212) help employers develop work-based learning components (sec. 212)	WI Statewide Structure for Tech Prep includes state management team and 16 local consortia Community Career Counseling Centers Education for Employment community partnerships required Village Partnerships

Goals 2000	STWOA	WI Initiatives
TIMELINES		
strategies for ensuring that all local educational agencies and schools within the state are involved in developing and implementing needed improvements within a specified period of time; *States and local education agencies, working together, must immediately set about developing and implementing such systemwide improvement strategies... [sec. 301(8)]*	set "measurable" program goals and outcomes (sec. 212) outline a time table (sec. 212)	Benchmarks set in STWOA grant application Tech Prep benchmarking project

Goals 2000	STWOA	WI Initiatives
BUSINESS PARTNERSHIPS		
strategies for involving the business community; *businesses should be encouraged* *(A) to enter into partnerships with schools;* *(B) to provide information and guidance...;* *(C) to provide necessary education and training materials and support; and* *(D) to continue the lifelong learning process...[sec. 301(10)]* *schools should provide information to businesses regarding how the business community can assist schools...[sec. 301(11)]*	encourage the active participation of employers (sec. 104)	**Education for Employment standard requires school/community partnership councils of at least one-half business representation** **WI Youth Apprenticeship Council utilized business/labor expertise to approve work-based content standards** **WI STW vision expects all students to have some exposure to the workplace by the Year 2000**

Goals 2000	STWOA	WI Initiative
ASSESSMENT		
development of an effective, reliable assessment system; and *a process for developing and implementing valid, nondiscriminatory, and reliable state assessments... aligned with state's content standards...involve multiple measures of student performance [sec. 306 (c)(1)(B)]*	schedule evaluations involving ongoing consultation and problem solving... to identify academic strengths and weaknesses (sec. 102)	WI Student Assessment system requires such assessments in grades 4,8, & 10

Goals 2000	**STWOA**	**WI Initiative**
SCHOOL TO WORK PATHWAYS		
opportunities for both higher education and paths to the work force must be provided. *State and local systemic improvement strategies must provide all students with effective mechanisms and appropriate paths to the work force as well as to higher education [sec. 301 (9)]*	provide assistance to participants in finding an appropriate job, continuing their education, or entering into an additional training program (sec. 104)	WI STW system provides all students with foundations needed for higher education and opportunities for skill development linked to the workplace WI STW Vision • 90% achieve basic skills mastery • all students have career plan • all students have exposure to workplace • 1 of 3 graduating seniors have career major linked to an associate degree • 1 of 5 seniors in process of earning skill certificate

Section 2:

Who are "Students from Special Populations?"

A. The School to Work Opportunities Act Definition of "All Students'

B. The Definition of "Special Populations" under the Carl D. Perkins Vocational and Applied Technology Education Act

C. The Individuals with Disabilities Education Act's Definition of Students with Disabilities

D. Pupil Population in Wisconsin Public Schools Protected by Pupil Nondiscrimination Provisions

E. Wisconsin Follow-up Data on "Providing Access for Special Populations to Quality Vocational Education in Wisconsin"

F. Wisconsin Transition Follow-up Data on Students with Disabilities

G. National Transition Follow-up Data

A. SPECIAL POPULATION CATEGORIES INCLUDED IN "ALL YOUTH" TO BE SERVED BY SCHOOL-TO-WORK OPPORTUNITIES ACT GRANTS

Persons responsible for implementing STWOA projects must ensure "equitable participation of all students." The act's definition of all students is:

- both male and female students from a broad range of backgrounds and circumstances,
- including disadvantaged students,
- students with diverse racial, ethnic, or cultural backgrounds,
- American Indians, Alaska Native, Native Hawaiians,
- students with disabilities,
- students with limited English proficiency,
- migrant children,
- school dropouts, and
- academically talented students.

B. "SPECIAL POPULATIONS" AS DEFINED BY CARL D. PERKINS VOCATIONAL AND APPLIED TECHNOLOGY EDUCATION ACT (P.L. 101-392)

1. **INDIVIDUALS WITH DISABILITIES:** Any individual with a disability as defined in section 3(2) of the Americans With Disabilities Act (ADA) of 1990 which includes any individual who has a physical or mental impairment that substantially limits one or more of the major life activities of that individual; has a record of an impairment; or is regarded as having an impairment. Disability categories include:

    Mentally retarded
    Hard of hearing
    Deaf
    Speech impaired
    Visually handicapped
    Seriously emotionally disturbed
    Orthopedically impaired
    Other health impaired persons
    Persons with specific learning disabilities

2. **INDIVIDUALS WHO PARTICIPATE IN PROGRAMS TO ELIMINATE SEX BIAS:** All students enrolled in programs nontraditional to their gender (nontraditional programs are those which enroll less than 25% of one gender), and participants in Single Parent/Displaced Homemaker/Single Pregnant Women.

3. **EDUCATIONALLY DISADVANTAGED:** any individual who scores below the 25th percentile on a standardized achievement or aptitude test, whose secondary school grades are below 2.00 on a 4.0 scale, or who fails to attain minimal academic competencies may be considered "educationally disadvantaged".

4. **ECONOMICALLY DISADVANTAGED:** any individual who is determined to be low income according to the latest available data from the Department of Commerce. Includes members of families who receive welfare or food stamps.

5. **INDIVIDUALS WITH LIMITED ENGLISH PROFICIENCY:** Individuals who were not born in the United States or whose native language is a language other than English, individuals who come from environments where a language other than English is dominant, and individuals who are American Indian and Alaskan Native students and who come from environments where a language other than English has had a significant impact on their level of English language proficiency; and, by reason thereof, have sufficient difficulty speaking, reading, writing or understanding the English language to deny them the opportunity to learn successfully in classrooms where the language of instruction is English.

6. **INDIVIDUALS IN CORRECTIONAL INSTITUTIONS:** Individuals who have been charged with or convicted of any criminal offense, including a youth offender or a juvenile offender. A correctional institution means any: prison, jail, reformatory, work farm, detention center, halfway house, or community-based rehabilitation center.

C. DEFINITIONS OF STUDENTS WITH DISABILITIES UNDER THE INDIVIDUALS WITH DISABILITIES EDUCATION ACT (IDEA) AND SUBCHAPTER V OF CHAPTER 115 WI STATS.

M-TEAM EVALUATION

A school district must evaluate every child who is a resident of the district who has not graduated from high school if he or she has been referred for an evaluation and is between the ages of birth and 21. This is done by a multidisciplinary team (M-team) of experts from different fields. The purpose of the M-team evaluation is to determine if the child has a disability that requires special education—in other words, if the child has an exceptional educational need. (EEN)

Disability Definitions

Autism. A developmental disability significantly affecting verbal and nonverbal communication and social interaction, generally evident before age three, that adversely affects a child's educational performance. Other characteristics often associated with autism are engagement in repetitive activities and stereotyped movements, resistance to environmental change or change in daily routines, and unusual responses to sensory experiences. The term does not apply if a child's educational performance is adversely affected primarily because the child has a serious emotional disturbance, as defined at 34 CFR 300.7(b)(9) of the regulations implementing the IDEA.

Cognitive disability. Significantly below-average, general intellectual functioning coupled with deficiencies in adaptive behavior. This Wisconsin term is synonymous with mental retardation.

Deaf. A hearing impairment that is so severe that the child is impaired in processing linguistic information through hearing, with or without amplification, which adversely affects educational performance.

Emotional disturbance (ED). A disability characterized by emotional, social, and behavioral functioning that significantly interferes with a student's educational program; and by deviant behavior that is severe, chronic, or frequent and that is manifested in at least two of the student's primary environments (home, school, and community).

> **Note:** "Educational program" includes social interactions, interpersonal relationships, and personal adjustment as well as academic skills; a student can be functioning adequately in academic areas and still be identified as having an emotional disturbance.

Hard of Hearing. A hearing impairment, whether permanent or fluctuating, that adversely affects a child's educational performance.

Learning disabilities (Wisconsin Statutes, Chapter 115); specific learning disability (P.L. 94-142). A disability that denotes severe and unique learning problems due to a disorder existing within the child which significantly interferes with the ability to acquire, organize, and/or express information.

Orthopedically Impaired. This federal term means a severe orthopedic impairment that adversely affects a child's educational performance. The term includes impairments caused by congenital anomaly (e.g., clubfoot, absence of some member, etc.), impairments caused by disease (e.g., poliomyelitis, bone tuberculosis, etc.), and impairments from other causes (e.g., cerebral palsy, amputations, and fractures or burns that cause contractures).

Other health impaired. This federal term means having limited strength, vitality or alertness, due to chronic or acute health problems such as a heart condition, tuberculosis, rheumatic fever, nephritis, asthma, sickle cell anemia, hemophilia, epilepsy, lead poisoning, leukemia, or diabetes, which adversely affects a child's educational performance.

Physically handicapped. Students who have some physical defect such as affection of the joints or bones, disturbances of the neuromuscular mechanism, congenital deformities, cardiac conditions, spastic and other acquired deformities that hinder their achievement of normal growth and development. This Wisconsin term is similar to orthopedically impaired.

Speech and language handicap (Wisconsin Statutes, Chapter 115); speech or language impairment (IDEA). A disability characterized by a delay or deviance in acquiring prelinguistic, receptive, and/or expressive skills of oral communication.

Traumatic Brain Injury. An acquired injury to the brain caused by an external physical force, resulting in total or partial functional disability or psychosocial impairment, or both, that adversely affects a child's educational performance. The term applies to open or closed head injuries resulting in impairments in one or more areas, such as cognition; language; memory; attention; reasoning; abstract thinking; judgment; problem-solving; sensory, perceptual and motor abilities; psychosocial behavior; physical functions; information processing; and speech. The term does not apply to brain injuries that are congenital or degenerative, or brain injuries induced by birth trauma.

Visually handicapped. Students who have visual deficiencies that, even with correction, adversely affect their educational performance.

NICHCY

National Information Center for Children and Youth with Disabilities
P.O. Box 1492, Washington, D.C. 20013-1492
1-800-695-0285 (Toll Free, Voice/TT)
*SpecialNet User Name: NICHCY ** SCAN User Name: NICHCY*

DISABILITIES WHICH QUALIFY CHILDREN AND YOUTH FOR SPECIAL EDUCATION SERVICES UNDER THE INDIVIDUALS WITH DISABILITIES EDUCATION ACT (IDEA)

The ***Education of the Handicapped Act***, Public Law (P.L.) 94-142, was passed by Congress in 1975 and amended by P.L. 99-457 in 1986 to ensure that children with disabilities would have a free, appropriate public education available to them which would meet their unique needs. It was again amended in 1990, and the name was changed to the ***Individuals with Disabilities Education Act*** (P.L. 101-476), or IDEA.

IDEA defines "children with disabilities" as having any of the following types of disabilities: autism, deaf-blindness, hearing impairments (including deafness), mental retardation, multiple disabilities, orthopedic impairments, other health impairments, serious emotional disturbance, specific learning disabilities, speech or language impairments, traumatic brain injury, and visual impairments (including blindness). These terms are defined in the regulations for IDEA, as described below.

1. AUTISM

A developmental disability significantly affecting verbal and non-verbal communication and social interaction, generally evident before age three, that adversely affects educational performance.

2. DEAFNESS

A hearing impairment which is so severe that a child is impaired in processing linguistic information through hearing, with or without amplification, which adversely affects educational performance.

3. DEAF-BLINDNESS

Simultaneous hearing and visual impairments, the combination of which causes such severe communication and other developmental and educational problems that a child cannot be accommodated in special education programs solely for children with deafness or children with blindness.

4. HEARING IMPAIRMENT

An impairment in hearing, whether permanent or fluctuating, which adversely affects a child's educational performance but which is not included under the definition of "deafness."

5. MENTAL RETARDATION

Significantly subaverage general intellectual functioning existing concurrently with deficits in adaptive behavior and manifested during the developmental period, which adversely affects a child's educational performance.

6. MULTIPLE DISABILITIES

Simultaneous impairments (such as mental retardation/blindness, mental retardation/orthopedic impairment, etc.), the combination of which causes such severe educational problems that the child cannot be accommodated in a special education program solely for one of the impairments. The term does not include children with deaf-blindness.

7. ORTHOPEDIC IMPAIRMENT

A severe orthopedic impairment which adversely affects a child's educational performance. The term includes impairments caused by a congenital anomaly (e.g., clubfoot, absence of some limb, etc.), impairments caused by disease (e.g. poliomyelitis, bone tuberculosis, etc.), and impairments from other causes (e.g., cerebral palsy, amputations, and fractures or burns which cause contractures).

8. OTHER HEALTH IMPAIRMENT

Having limited strength, vitality, or alertness, due to chronic or acute health problems such as a heart condition, tuberculosis, rheumatic fever, nephritis, asthma, sickle cell anemia, hemophilia, epilepsy, lead poisoning, leukemia, or diabetes, which adversely affects a child's educational performance. According to the Office of Special Education and Rehabilitative Services' clarification statement of September 16, 1991, eligible children with ADD may also be classified under "other health impairment."

9. SERIOUS EMOTIONAL DISTURBANCE

(I.) A condition exhibiting one or more of the following characteristics over a long period of time and to a marked degree, which adversely affects educational performance: (A) an inability to learn which cannot be explained by intellectual, sensory, or health factors; (B) an inability to build or maintain satisfactory interpersonal relationships with peers and teachers; (C) inappropriate types of behavior or feelings under normal circumstances; (D) a general pervasive mood of unhappiness or depression; or (E) a tendency to develop physical symptoms or fears associated with personal or school problems. (II.) The term includes children who have schizophrenia. The term does not include children who are socially maladjusted, unless it is determined that they have a serious emotional disturbance.

10. SPECIFIC LEARNING DISABILITY

A disorder in one or more of the basic psychological processes involved in understanding or in using language, spoken or written, which may manifest itself in an imperfect ability to listen, think, speak, read, write, spell, or to do mathematical calculations. The term includes such conditions as perceptual disabilities, brain injury, minimal brain dysfunction, dyslexia, and developmental aphasia. The term does not include children who have learning problems which are primarily the result of visual, hearing, or motor disabilities, of mental retardation, of emotional disturbance, or of environmental, cultural, or economic disadvantage.

11. SPEECH OR LANGUAGE IMPAIRMENT

A communication disorder such as stuttering, impaired articulation, a language impairment, or a voice impairment, which adversely affects a child's educational performance.

12. TRAUMATIC BRAIN INJURY

An acquired injury to the brain caused by an external physical force, resulting in total or partial functional disability or psychosocial impairment, or both, which adversely affects educational performance. The term does not include brain injuries that are congenital or degenerative, or brain injuries induced by birth trauma.

13. VISUAL IMPAIRMENT INCLUDING BLINDNESS

A visual impairment which, even with correction, adversely affects a child's educational performance. The term includes both children with partial sight and those with blindness.

SERVICES FOR INFANTS, TODDLERS, AND PRESCHOOLERS WITH DISABILITIES

P.L. 99-457, the *Education of the Handicapped Act Amendments of 1986*, created a new mandate for all state education agencies to serve all children with disabilities from age three by 1991-1992. The Preschool Program's purpose is to extend the P.L. 94- 142 rights to children from age three, including all definitions and requirements. However, Congress made an important distinction for preschoolers: States are not required to label 3-5 year-olds in order to serve these children.

P.L. 99-457 also established the Part H program, now known as the Early Intervention Program for Infants and Toddlers with Disabilities. This program is directed to the needs of children, from birth to their third birthday, who need early intervention services because they: (1) are experiencing developmental delays in one or more of the following areas: cognitive, physical, language and speech, psychosocial, or self-help skills; (2) have a physical or mental condition that has a high probability of resulting in delay, such as Down Syndrome, cerebral palsy, etc.; or (3) at the state's discretion, are at risk medically or environmentally for substantial developmental delays if early intervention is not provided. In addition, under this program the infant or toddler's family may receive services that are needed to help them assist in the development of their child. State definitions of eligibility under this program vary; many states are still in the process of developing their Part H programs. Therefore, depending on the state, services may be fully available or still in the process of developing.

FOR ADDITIONAL INFORMATION

If you feel that any of the above statements accurately describes your child, we encourage you to find out more about special education and related services available in your child's public school district. Many parents have found the NICHCY publication entitled "Questions Parents Often Ask About Special Education Services" helpful. For children birth through 5 years, ask for the publication "A Parents' Guide to Accessing Programs for Infants, Toddlers, and Preschoolers with Disabilities." All NICHCY publications are free of charge.

The Special Education Director for your child's school district, Child Find Coordinator, or the principal of your child's school should be able to answer specific questions you may have about obtaining special education and related services for your child. In addition, the Federally funded Parent Training and Information Programs across the country are excellent sources of information. For a listing of information sources in your state, NICHCY has a State Resource Sheet for each state and U.S. Territory; this sheet includes the address of the Parent Training and Information Program.

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UPDATE 4/94

Working Paper

D. Pupil Population in Wisconsin Public Schools Protected by Pupil Nondiscrimination Provisions

(Wisconsin Statute 118.13 and Administrative Rule PI 9)

Developed 1989
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and staff of the
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Revised January 1995
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This handout is available from:
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SUMMARY

Percentages of Protected Groups Under s.118.13 and PI 9

GROUP	PERCENTAGE	NUMBER	
Sex	100.0%	844,001	(PK-12)
	48.4% (female)	408,456	(PK-12)
	51.6% (male)	435,545	(PK-12)
Race	100.0%	844,001	(PK-12)
	15.7% (Pupils of Color)	132,265	(PK-12)
National Origin	2.2%	18,258	(PK-12)
Ancestry**	100.0%	844,001	(PK-12)
Creed**	100.0%	844,001	(PK-12)
	8.0%* (other than Protestant or Catholic)	67,520	(PK-12)
Pregnancy**	8.3%	10,079	(9-12)
Parental Status**	100.0%	844,001	(PK-12)
Marital Status**	100.0%	844,001	(PK-12)
	2.8%* (married)	6,952	(9-12)
Sexual Orientation**	100.0%	844,001	(PK-12)
	10.0%* (sexual minority)	84,400	(PK-12)
		24,829	(9-12)
Disability		99,414	(Ages 3-21)

* Estimate

** Data is not collected by schools or the department on these groups

asis for Protection:

Sex

Sex - concept used to describe the physiological traits that distinguish between males and females
Source: Thesaurus of ERIC Descriptors, 12th Edition, 1990

Statewilde Enrollment Totals
September 17, 1993

Grades	Female	Male	Total
PK-12	408,456	435,545	844,001
PK-8	287,339	308,378	595,717
9-12	121,117	127,167	248,284

PK-12 Females:	408,456	(48.4%)
PK-12 Males	435,545	(51.6%)

Source: DPI Information Series #94-19, "Enrollments by Grade"

Non-Discrimination/ Equity Issues

- Segregation by instructional grouping
- Access to courses and activities (such as physical education, athletics, extra-curricular activities, and vocational education)
- Sex-biased counseling, tests or counseling materials
- Disparate teacher expectations for educational achievement of females and males
- Lack of Multicultural, gender-fair curriculum
- Sexual Harassment
- Less support for female athletes than for male athletes
- Differential treatment in disciplinary actions for males vs. females
- Lack of understanding & recognition of gender issues within racial, language, and other groups
- Limited expectations for career and vocational opportunities of females

Race

Basis for Protection

Race - concept used to describe people who are united or classified together on the basis of genetically transmitted physical similarities deriving from their common descent, and who are also frequently thought to share cultural and social traits.
Source: Thesaurus of ERIC Descriptors, 12th Edition, 1990

(All data for Pre-kindergarten through Grade 12, based on enrollments of September 18, 1992)

AFRICAN AMERICAN

37,897 females (11.02%) 38,567 males (10.48%)
Total 76,446 (10.74% of all WI pupils)

HISPANIC

11,816 females (3.44%) 12,787 males (3.47%)
Total 24,603 (3.46% of all WI pupils)

ASIAN, PACIFIC ISLANDER

9,800 females (2.85%) 10,382 males (2.82%)
Total 20,182 (2.84% of all WI pupils)

AMERICAN INDIAN, ALASKAN NATIVE

5,361 females (1.56%) 5,673 males (1.54%)
Total: 11,034 (1.55% of all WI pupils)

CAUCASIAN

343,600 females (84.12%) 368,136 males (84.52%)
Total: 711,736 (84.33% of all WI pupils)

PK-12 PUPILS OF COLOR

64,856 females (15.87% of all female pupils)
67,409 males (15.47% of all male pupils)
Total: 132,265 (15.67% of all WI pupils)

Source: DPI Information Series #94-14, "Enrollments in Public Schools by Race and Sex, 1993-94)

Non-Discrimination/ Equity Issues

- Isolation and segregation
- Lack of multicultural, gender-fair curriculum
- Culturally biased counseling or counseling materials
- Disparate teacher expectations
- Different treatment based on race or culture
- Racial harassment
- Lower levels of achievement or differential outcomes
- Disproportionate representation in special education classes
- High suspension and expulsion rates
- High drop-out rates
- Low representation in higher level math and science classes
- Lack of role models
- Culturally biased based testing and assessment

Basis for Protection
National Origin

National Origin - includes pupils whose first language is other than English and who are limited-English proficient
Source: PI-9, Wis. Administrative Code

Limited-English Proficient

PK-12 Total: **18,258 (2.16% of all pupils)**

PK-8 Total: 15,166 (2.54% of all PK-8 pupils)

9-12 Total: 3,092 (1.24% of all 9-12 pupils)

There are approximately 80 language represented among the Limited English Proficient Pupils enrolled in Wisconsin Schools

The largest language groups represented include:

	# of Pupils	% of Total LEP Pupils
Hmong	8,785	48.11%
Spanish	7,089	38.82%
Lao	608	3.33%
Vietnamese	189	1.03%
Khmer	173	.94%
Russian	172	.94%
Arabic	171	.93%
Chinese	160	.87%
Korean	132	.72%
Other	779	4.26%
Total LEP Pupils	**18,258**	

Non-Discrimination/ Equity Issues

- Lack of adequate language instruction
- Isolation or segregation of language minorities
- Pupil harassment
- Lack of multicultural, gender-fair curriculum
- Different teacher expectations
- Lack of culturally sensitive support services
- Retention on basis of language only
- Culturally biased testing materials
- All DPI and other education publiations are in English only

Source: Wisconsin Public School Census of Limited English Speaking Students, March 1994

Basis for Protection

Ancestry

Ancestry - ethnicity, country of origin
Souce: s.111.32, Wis. Stats.

In addition to the information on pages 3 & 4, the following provides information on selected ancestry groups in Wisconsin:

Caucasian	**4,514,315**	**92.28%**
German	1,238,981	
Polish	184,040	
Norwegian	140,276	
Irish	111,065	
English	81,404	
Italian	48,728	
Dutch	43,133	
Other White	2,666,668	
African American	**244,305**	**4.99%**
American Indian, Eskimo or Aleut	**39,725**	**.81%**
American Indian	39,367	
Eskimo	178	
Aleut	180	
Asian, Pacific Islander	**53,058**	**1.08%**
Hmong	16,980	
Chinese	7,397	
Asian Indian	6,270	
Korean	5,718	
Filipino	4,013	
Other Asian or Pacific Islander	12,680	
Other Race	**40,366**	**.83%**

Hispanic Origin	**87,609**	**1.79**
Mexican	56,903	
Puerto Rican	17,813	
Cuban	1,502	
Central American	1,938	
South American	2,327	
Other Hispanic	7,126	

Note: Totals for Hispanic Origin are included in figures for other races.

Total WI Population	4,891,769

Non-Discrimination/ Equity Issues

- Pupil harassment
- Lack of multicultural, gender-fair curriculum
- Different teacher expectations
- Difference treatment based on ancestry

Source: U.S. Census of Population and Housing, 1990, Summary Tape File 3

Basis for Protection
Creed/Religion

Creed - means a system of religious beliefs, including moral or ethical beliefs about right and wrong, that are sincerely held with the strength of traditional religious views.
Source: s. 111.32, Wis. Stats.

Chart A

Religious Preference	US	WI
Protestant	57%	43%
Catholic	28%	49%
Jewish	2%	1%
Other	4%	4%
None	9%	3%

Chart A source: US data from US Statistical Abstracts - 1989

WI data estimated from Wisconsin Statistical Abstracts - 1979

Chart B

Wisconsin Religious Population

Total	**3,178,746**	
Roman Catholic	1,565,460	49.25%
Lutheran	946,100	29.77%
Methodist	176,204	5.54%
United Church of Christ	100,866	3.17%
Baptist	74,086	2.33%
Presbyterian	45,125	1.42%
Episcopal	32,331	1.02%
Jewish	30,000	.94%
Others	208,574	6.56%

Chart B source: 1985 Wisconsin Religious Directory

Non-Discrimination/ Equity Issues

- Celebrating certain religious holidays or expressions in schools and not others
- Pupil harassment
- Lack of multicultural, gender-fair curriculum
- Lack of accommodation of sincerely held religious beliefs in academic programs

Basis for Protection

Pregnancy/Parental Status/Marital Status

***Pregnancy** - includes any pregnancy related condition including childbirth, false pregnancy, miscarriage, termination of pregnancy.*
Source: PI-9, Wis. Administrative Code
***Parental Status** - means the status - parent (natural, adoptive, or foster) or non-parent (of the pupil)*
***Marital Status** - means the status married, single, divorced, separated or widowed (of the pupil).*
Source: s.118.32(12), Wis. Stats.
***School-Age Parent** - means any person under the age of 21 who is not a high school graduate and is a parent, an expectant parent or person who has been pregnant within the immediately preceding 120 days.*
Source: PI-19(7), Wis. Administrative Code

Pregnancy/Parental Status

Age	Pregnancies*		Births*		Abortions
14 & under	298	=	175	+	123
15-17	3,495	=	2,481	+	1,014
18-19	6,286	=	4,576	+	1,710

* Reported births or induced abortions. Pregnancies do not include miscarriage or abortions in other ways.

Source: Wisconsin Department of Health & Social Services, Division of Health, Center for Health Statistics, 1993

Marital Status

US Statistical Abstract states that 2.8% of 15-19 year olds were married in 1989

2.8% of the Grades 9-12 enrollment: 6,952

Non-Discrimination/ Equity Issues

- Policies (such as excuses for absences) which discriminate on the basis of pregnancy
- Lack of access to courses, activities, and services
- Isolation and segregation
- Denial of scholarships and other awards
- Denial of leadership roles, student offices, or participation in extracurricular activities
- Lack of accommodation for parenting responsibilities (such as absences to care for sick children)
- Lack of opportunity for development of vocational/career skills

- Lack of access to courses, activities, and services
- Isolation and segregation

Basis for Protection

Sexual Orientation

Sexual Orientation - means having a preference for heterosexuality, homosexuality, or bisexuality, having a history of such preference or being identified with such a preference.
Source: s.111.32, Wis. Stats.

Based on Kinsey 1948 data and confirmed by other studies the homosexual/bi-sexual population is generally believed to be 10-15% of the total population. Several researchers believe that up to 30% of adolesents may be questioning their sexual identity/orientation between the years of 14-18. Recent research shows that sexual minority youth represent a disproportionate percent of at-risk youth. This is particularly true for AODA, suicide, family problems and school dropping out.

10% of PK-12 total enrollment:	**84,400**
10% of 9-12 total enrollment:	**24,829**
30% of 9-12 total enrollment:	**74,487**

Source: Sears, James T., "Peering Into the Well of Loneliness: The Responsibility of Educators to Gay and Lesbian Youth", in Social Issues and Education: Challenge and Responsibility, ASCD, 1987

Non-Discrimination/ Equity Issues

- Pupil harassment & lack of safety (such as jokes, name-calling, physical threats, and actual physical attacks or beatings)
- Lack of access to school facilities or student group resources (such as bulletin boards, student newspapers, meeting rooms, etc.)
- Curricular invisibility and bias or sanctioned discrimination in curriculum materials
- Lack of role models
- Lack of any supportive adults
- Higher at risk factors (suicide, AODA, pregnancy, homelessness, etc.)

Basis for Protection

Disability

> *"Child with exceptional educational needs" means a child with any of the following conditions, or such other conditions as the state superintendent determines, who may require educational services to suppplement or replace regular education:*
> *(a) Orthopedic impairment*
> *(b) Cognitive disability or other developmental disability*
> *(c) Hearing handicap*
> *(d) Visual handicap*
> *(e) Speech or language handicap*
> *(f) Emotional disturbance*
> *(g) Learning disability*
> *(h) Autism*
> *(i) Traumatic brain injury*
> *(l) Other health impairment*
> *(m) Any combination of conditions named by the state superintendent or enumerated in pars. (a) to (l)*
> Source: s.115.76, Wis. Stats.

(All data for Ages 3-21, public & private schools)

Disability	#	% female	% male
Autism	303	16%	84%
Cognitive Disability			
Mild	8,669	45%	55%
Severe	3,574	42%	58%
Deaf/Blind	6	67%	33%
Emotional Disturbance	16,215	19%	81%
Hearing Handicap	1,356	46%	54%
Learning Disability	40,148	30%	70%
Other Health Impairment	1,066	38%	62%
Orthopedic Impairment	1,680	42%	58%
Speech & Lang Impairment	25,879	34%	66%
Traumatic Brain Injury	105	45%	55%
Visual Impairment	413	46%	54%
Total	99,414	32%	68%

Source: Wisconsin DPI Special Education Child Count, 12/1/93

Non-Discrimination/ Equity Issues

- Building or classrom accessibility
- Isolation/segregation
- Pupil harassment
- Lack of access to all courses and programs (such as physical education, vocational education and special programs offered at other sites available to nondisabled students)
- Limited or different access to pupil services (such as counseling)
- High suspension/expulsion rate for special education students
- Disproportionate representation of students of color, males, and LEP students
- Disparate teacher expectations for special education student

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Pupils With Disabilities By Race

Caucasian	83.21%
African American	11.45%
Hispanic	2.65%
American Indian	1.65%
Asian	1.05%

E. FOLLOW-UP DATA FROM
"Providing Access for Special Populations to Quality Vocational Education in Wisconsin,"
prepared by the Center on Education and Work
for the Wisconsin Council on Vocational Education
June, 1994

Special populations include students with disabilities, academically disadvantaged, economically disadvantaged, limited English proficient, sex equity program participants and individuals in correctional institutions.

These students are enrolled in vocational education programs in Wisconsin at **’rates that match and slightly exceed their incidence in the general high school population,’** This should be viewed as a positive trend that is consistent with our philosophy that school-to-work programs are for **all** students.

Wisconsin’s student population consists of "34% of the general student body statewide being members of special populations groups, and 36% of students participating in vocational education being members of special populations."

There seems to be a misconception at the secondary education level that certain programs are a privilege and not a right. We keep forgetting that free public K-12 education is a civil right for all students and therefore cannot be exclusionary as is post-secondary education.

1. ’Tech Prep, Youth Apprenticeship and a number of School-to-Work initiatives...lack knowledge about special populations’ participation,...do not target special populations,...and collect little information on special populations’ participation.’

2. "Disadvantaged students comprise the highest percentage of dropouts from vocational education programs, nearly double the number of regular students who drop out of vocational education."

3. "Currently there is no capacity to determine consistency in program delivery trends for vocational education programs and services to students with disabilities."

4. "Academically and economically disadvantaged youth in Wisconsin comprise the largest percentage of special populations in vocational education courses, but appear to be receiving fewer services than other special population groups to assist them in succeeding."

5. "There are few specific services that help (limited English proficiency) students bridge successfully to the world of work or higher education."

RECOMMENDATIONS OF THE WCOVE REPORT ON SPECIAL POPULATIONS:

1. "Support consistent and reliable data collection processes and reporting for special populations.

2. **Expand** evaluation to include program practices and quality as well as program inputs and outcomes.

3. Promote inclusion of special populations in Tech Prep and School-to-Work initiatives.

4. Focus on program success rather than on student failure. It is not clear what opportunities disadvantaged students have to obtain quality vocational education programming in Wisconsin. ... They comprise the highest percentage of special population students enrolled in vocational education, yet they receive relatively few services to help them succeed.

5. Study the impact of concentrating federal Perkins funds to areas with a high incidence of special populations students.

6. Develop follow-up reporting procedures for special populations students. ... Detailed follow-up reporting can provide information on economic self-sufficiency, independent living and the nature and quality of employment."

Wisconsin's testimony in regard to the reauthorization hearing of the Carl Perkins Act:

"IMPROVE PARTICIPATION FOR THOSE STUDENT GROUPS IN GREATEST NEED."

1. Staff development on the characteristics and needs of special populations must be provided to all vocational program staff including Tech Prep, Youth Apprenticeship and other School-to-Work initiatives; and they must all collect information on special populations' participation.

2. Special attention should be paid to the successful **completion** of vocational programs, not just participation, where disadvantaged students drop out at double the rate of the general population.

3. A system needs to be developed to provide consistency in effective program delivery models for students from special populations.

4. Special services need to be developed and targeted to academically and

economically disadvantaged youth who appear to be receiving fewer services than other special population groups to assist them in succeeding.

5. Specific services need to be designed that help (limited English proficiency) students bridge successfully to the world of work or higher education.

6. **Expand** evaluation to include program practices and quality as well as program inputs and outcomes.

7. Study the impact of concentrating federal Perkins funds to areas with a high incidence of special populations students.

8. Require more detailed follow-up of students after completing vocational programs to isolate and promote successful practices while eliminating the unproductive ones.

9. The transition service requirements of IDEA for students with disabilities should be more specifically incorporated into the Perkins Act where related to vocational and applied technology education such that vocational programs share responsibility for designing and implementing appropriate transition services for students with disabilities through the IEP.

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Number 3
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Tech Prep Advocate

Preparing students with disabilities for the workplace

F. *Improving Students' Transitions*

by Eileen Dagen, Director of Pupil Services, Cooperative Educational Services Agency (CESA) # 1, West Allis, WI

Project Funded by a Wisconsin Department of Public Instruction IDEA Discretionary Grant under the Transition Priority of the State Plan

All 12 of Wisconsin's CESAs are involved in a study to determine the career development needs of people with disabilities from their perspective. The project's goal is to improve future outcomes by helping staff and schools plan, implement and evaluate career education programs. The objectives include:

a) conducting a statewide follow-up study of exited students, their parents, employers and community agencies;

b) developing a teacher guide for planning and intervention based upon the six components of the transition requirements in IDEA (P.L. 101-476);

c) disseminating the guide statewide.

During the first project year (1993-94), each participating CESA interviewed 10 persons with disabilities who had been out of school for 4 to 10 years. These individuals were considered learning disabled, emotionally disturbed or cognitively disabled in the school setting. At the same time the University of Wisconsin-Madison undertook a national study of individuals with disabilities that focused on career development opportunities and the effect on future careers. The university partners, researchers in the field, focused on specific disabilities such as people with cerebral palsy, visual impairments, individuals who were deaf and hard of hearing as well as those with other disabilities. Each partner interviewed 10 people located in different parts of the country. The

—continued on page 7—

Highlights

Recruiting Special Populations Into Tech Prep 5
Inclusive Education And Tech Prep 6
Will Consolidated... Training Programs Serve Persons With Disab

—Improving Students'... continued from page 1—

university provided training in ethnographic interviewing, the format used for both projects.

Interview Questions

All participants were asked the same questions. These questions elicited the following information from employed participants: current job including responsibilities, relationships, job history, future plans, financial information and disability related information. Unemployed participants were asked questions concerning: current employment situations including major reasons for unemployment, barriers, methods used in looking for work, relationships with community agencies, and their educational situation for those in postsecondary programs. All participants were also asked questions about their family, expectations of the family, peer interactions and friends, current living situations, and school experiences.

Data Analysis And Findings

The interviews were recorded on tape and transcribed by a third party. The transcriptions ranged from five single spaced pages to 48 double spaced pages. Each CESA interviewer reviewed his/her ten interviews, determined common themes, and summarized them. The interviewers then met as a group to determine categories in which to group the themes. In addition, interviews were selected at random and coded using these categories to determine if additional ones were needed or if information was included that was not actually addressed in the interviews. The following is a portion of the study's findings.

Employment

- The majority of those interviewed were unemployed, underemployed or working part-time.
- They had no plans to advance or change jobs even when dissatisfied with the current situation.
- Parents facilitated employment linkages especially for those with cognitive disabilities.
- Friends, and the Division for Vocational Rehabilitation facilitated linkages for those who were learning disabled or emotionally disturbed.
- Few were involved with Community Employment Programs, or the Private Industry Councils.
- Few used want ads to find employment.

—continued on next page—

—Improving Students'... continued from page 7—

- Most interviewed said they had little choice in the type of jobs that they were doing, but took what was offered.
- Only a few participated in training programs and few saw this as a step in the job process.
- Of the 90 interviews, 14 had been or were presently attending technical schools.
- Minimal accommodations were made for individuals on the job, although most did not self-identify as disabled so the employer may not have been aware that accommodations were be needed.
- Employers allowed cognitively disabled students to move to a new situation rather than provide training in the problem area.
- Learning disabled and emotionally disabled students who were unemployed generally had no driver's license and no means of transportation.

Recreation

There were limited activities in small communities. The majority of those interviewed had few friends. Cognitively disabled people participated in activities with family. There were some organized activities available for this group. Those who had friends in high school continued these relationships. Some friendships evolved from work.

Self-perception

Some said that being labeled in school influenced their self-perception negatively. Others said if they were supported and told that they could pass they did, but if told "you can't pass" they didn't.

Most of those interviewed who had a learning disability said they had a reading problem. Those who as students were considered emotionally disturbed know they have a disability, but many considered behaviorally disordered did not identify themselves as having a disability.

If interviewees had been involved with sports and clubs in high school they did not experience low self-esteem. Almost all indicated that there was less teasing away from or out of school.

Financial

The large majority of those interviewed were of low-middle socioeconomic status. Employed individuals felt that their incomes were adequate. Cognitively disabled people needed Supplemental Security Income (SSI) as a source of income.

Five incarcerated participants believed that money was unavailable by regular means so they were justified in getting funds in other ways.

People were resigned to the money that they presently received and did not investigate or seem to understand that there are ways to increase income. Only 13 of the 90 received benefits, but the majority were aware of the need for benefits. Ten of the 90 said they were on track to reach their goals.

School Experiences

Almost all saw little relationship between school success and post high school success. Rural families were generally not mentioned as supportive, yet support appeared to correlate to success.

Learning disabled students stated that all academics were difficult (reading and math), yet they wished they had accessed more classes. Some said that not being able to be in a specific class made them feel as if they were cheated. They knew that reading and math were related to good jobs. Guidance assistance was missing - "no one dealt with the future".

Guidance Services

In further reviewing the type of guidance provided the following information surfaced in answer to the questions, "Who helped you with career counseling"? "How did you learn about jobs"? "How did you get your first job"? They said that those who helped them learn about careers and were helpful in getting a job or accessing post secondary education were:

• High school counselor	3
• College counselor	4
• Agency personnel	8
• CESA personnel	8
• Regular/Vocational class teachers*	10
• Special education teacher	12
• No one helped.	17

**Interviewees said "regular teacher," but connected to a vocational class.*

Their answers included statements such as:

- "Shop class really helped me get into a career."
- "The world of work program."
- "Special education teachers were by my side all the way through school."
- "Guidance counselor, he was very good."
- "My child development class and career class helped me."
- "No help. I learned on my own."
- "He [band teacher] put me in the direction of college."

—continued on next page—

—*Improving Students'... continued from page 8*—

Those interviewed were also asked what they thought counselors expected of them in school. They frequently answered "to be good in class."

Conclusions

One of the major conclusions drawn from the interviews was that these young people had little or no self-advocacy skills. They were unable to make linkages if those connections were not in place at the time that they exited high school. Vocational classes and training both in high school and postsecondary situations were discussed as meaningful and important. However present job situations were often unrelated to the training. Families were also critical to the success of the student and yet they were often unwilling, unable or unprepared to assist the students.

> *"One of the major conclusions drawn from the interviews was that these young people had little or no self-advocacy skills. They were unable to make linkages if those connections were not in place at the time that they exited high school."*

Agency, Employer, And Parent Responses

In addition to the interviews with the exited students, surveys were sent to community agencies, employers, and parents. The information was important in order to understand whether the present system of preparing people with disabilities for the future is adequate. The following are some of their responses.

Agency Responses

Agency personnel stated that they serve anywhere from 3 to 150 high school students, with a few saying that they served several hundred. The majority of the referrals come from teachers. Presently the largest number of students served are 17-18 years of age. Barriers to service include time, unfamiliarity with the transition process, teachers not knowing the services the agency provides, a need for more diagnostic information, waiting lists, lack of funds, lack of communication, people unwilling to coordinate or provide leadership, and parents who are unclear about the process or benefits of accessing services. Agencies also had varying levels of understanding of IDEA and thought that the schools should be doing more for students with disabilities.

Employers' Responses

One-hundred-sixteen employers responded to the survey, and 106 stated that they had employed people with disabilities. The majority were willing to provide work experience opportunities for students who were adequately prepared. One-hundred stated that they had never attended a workshop given for business people to inform them of the advantages of hiring people with disabilities, but 74 said that they would attend if invited.

Employers responded that they would like to see the following services provided by the schools or community for people with disabilities as they enter the job market: Job coaching, transportation options, more focus on basic skills and social skills, increase confidence, knowledge of disabling condition, realistic evaluation on site, better assessment before placement in job site, hands-on training, responsibility and accountability, realistic counseling regarding jobs, and relevant job training. Job coaches and proper training were listed most often by employers as needs.

Parents' Responses

Parents returned 87 surveys stating the jobs that their sons or daughters were or had been involved in. With few exceptions they were low paying entry level positions. This is not surprising as the students were out of high school 4-10 years and some were in postsecondary education. When asked what could have been done in school to further assist your child secure employment the following responses were given: training in an area of interest, a decent wage so they could be financially independent, a clearer understanding that they had a disability and what this meant, training about the job market, more schooling and the assistance of the counselor, more honesty.

In answer to what type of community service would have been helpful, they said: better coordination of agencies, training in independent living skills, knowledge of what to expect in the work force, more agencies, job training, linkages to schooling, and internships.

Summary

Schools as well as community agencies must make changes in the ways that they prepare young people for the future. The American With Disabilities Act, the transition mandates in IDEA, statewide interagency agreements and the move to rethink service delivery in schools will help. Individuals and their families must know their rights and responsibilities and take an active role in the planning for their future.

For additional information, contact Eileen Dagen, CESA #1, Director of Pupil Services, CESA # 1, 2930 South Root River Parkway, West Allis, WI 53227, or call (414)546-3000.

G. NATIONAL TRANSITION FOLLOW-UP STATISTICS FOR STUDENTS WITH DISABILITIES

- ONLY 3% OF EEN HIGH SCHOOL STUDENTS ARE ENROLLED IN FORMAL COMBINED SCHOOL/WORK PROGRAMS

- STUDENTS WITH LEARNING DISABILITIES, EMOTIONAL DISTURBANCE & COGNITIVE DISABILITIES/BORDERLINE ARE NOT INVOLVED IN AS MUCH CAREER COUNSELING OR TRANSITION PLANNING AS STUDENTS WITH COGNITIVE DISABILITIES/SEVERE & ORTHOPEDIC IMPAIRMENTS

- 15% OF ADULTS DID NOT FINISH HIGH SCHOOL
- 25% OF ADULTS WITH DISABILITIES DID NOT FINISH

- 25% OF ALL STUDENTS DROP OUT
- 44% OF STUDENTS WITH DISABILITIES DROP OUT

- HIGH SCHOOL GRADUATES WITH DISABILITIES EXPERIENCED STEEPEST RISE IN POSITIVE EMPLOYMENT FACTORS
- DROP OUTS SHOWED NO SIGNIFICANT INCREASE IN EMPLOYMENT
- 65% OF GRADUATES ARE WORKING IN COMPETITIVE PAID JOBS
- 47% OF DROP OUTS ARE
- 37% OF AGE OUTS ARE

- 37% OF GRADUATES ATTEND POST-SECONDARY EDUCATION
- 11% OF DROP OUTS DO
- 18% OF AGE OUTS DO
- 17% OF GRADUATES EARNED POST SECONDARY DEGREES & 11% CONTINUED WORK ON THEM

- GRADUATES HAVE A MUCH HIGHER RATE OF INDEPENDENT LIVING, BETTER CITIZENSHIP, MARRIAGE; MUCH LESS LIKELY TO BE ARRESTED - COMPARED TO DROP OUTS AND AGE OUTS

- 56% OF ALL STUDENTS ATTEND POST-SECONDARY SCHOOL
- 15% OF STUDENTS WITH DISABILITIES DO

- 7% - NATIONAL UNEMPLOYMENT RATE
- 66% - UNEMPLOYMENT RATE OF ADULTS WITH DISABILITIES
- 79% - WANT TO WORK
- 33% - UNEMPLOYMENT RATE OF RECENT EEN GRADUATES
- THE RANGE OF OCCUPATIONS HELD BY ADULTS WITH DISABILITIES MIRRORS THAT OF NON-DISABLED WORKERS

- 69% OF ADULTS WITH DISABILITIES DO NOT NEED SPECIAL EQUIPMENT TO PERFORM EFFECTIVELY AT WORK
- 30% OF ADULTS WITH DISABILITIES HAVE ENCOUNTERED JOB DISCRIMINATION
- 20% HAVE ENCOUNTERED PHYSICAL BARRIERS IN THE WORKPLACE
- 50% OF WORKING PEOPLE WITH DISABILITIES DO NOT KNOW ABOUT THE ADA

- GRADUATES WITH EMOTIONAL DISTURBANCE HAVE THE GREATEST UNEMPLOYMENT 2 YEARS AFTER HIGH SCHOOL (30%)
- 33% OF GRADUATES WITH EMOTIONAL DISTURBANCE PURSUED NO JOB OR POST-SECONDARY EDUCATION

- GRADUATES WITH LEARNING DISABILITIES ARE EMPLOYED AT SAME RATE AS NON-DISABLED BUT MAJORITY PART-TIME & AT MINIMUM WAGE (77%)

- MALES OF ALL DISABILITIES AVERAGE $2/HOUR MORE THAN FEMALES
- SCHOOLS DO NOT PREPARE FEMALE STUDENTS WITH DISABILITIES FOR ADULT LIFE AS WELL AS MALES
- IN ALL DISABILITY AREAS, FEMALES HAVE LOWER EMPLOYMENT RATE, LOWER STATUS JOBS, MORE PART TIME JOBS, AND MORE SEX-STEREOTYPED JOBS THAN MALES

- GRADUATES WITH EMOTIONAL DISTURBANCE DO NOT USE SOCIAL SERVICE AGENCIES
- 62% OF GRADUATES WITH COGNITIVE DISABILITIES DO NOT USE SOCIAL SERVICE AGENCIES

- 50% OF REGULAR EDUCATION GRADUATES LIVE WITH PARENT 2 YEARS AFTER HIGH SCHOOL
- 83% OF GRADUATES WITH DISABILITIES DO
- 54.7% OF GRADUATES WITH DISABILITIES LIVE WITH PARENTS 3-5 YEARS AFTER H.S.

FACTORS ASSOCIATED WITH A SIGNIFICANTLY HIGHER LIKELIHOOD THAT YOUTH WITH DISABILITIES WILL SUCCEED AND STAY IN SCHOOL

- MORE CLASS TIME SPENT IN SPECIAL EDUCATION RATHER THAN REGULAR EDUCATION
- THOSE PARTICIPATING IN OCCUPATIONALLY SPECIFIC VOCATIONAL EDUCATION WERE LESS LIKELY TO BE ABSENT, FAIL OR DROP OUT
- STUDENTS WHO RECEIVED HELP FROM A TUTOR, READER OR INTERPRETER

SOURCES:

SRI Transition Follow-up Study (1989-93)
Iowa Follow-up Study (1989)
Harris Study of People with Disabilities (1986-89 & 1994)
WI Transition Survey, Lombard (1988)

Section 3:

Strategies for Inclusion

A. Including Students with Disabilities in School to Work Opportunities (Council of Chief State School Officers)

B. "Vocational Assessment Practices: What Works," Richard C. Lombard; National Center for Research in Vocational Education - Office of Special Populations' Brief, December, 1994.

C. Strategies for Including Students with Disabilities as School to Work Transition Systems are Developed (Ann Kellogg)

D. Monitoring the Provision of Vocational Education for Individuals Who are Members of Special Populations

E. Educational Accommodations Checklists

F. Wisconsin is Making Progress in Non-Traditional Enrollment in Secondary Vocational Education (Barb Schuler)

G. Gender Equity in School to Work

H. "Equity and Excellence in School to Work Transitions of Special Populations," National Center for Research in Vocational Education

A.

Including Students with Disabilities in School-to-Work Opportunities

By Michael E. Norman
and
Patricia S. Bourexis

Second in a Series on School-to-Work Implementation

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Council of Chief State School Officers

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Washington, DC
1995

Council of Chief State School Officers (CCSSO)

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Because the Council represents each state's chief education administrator, it has access to the educational and governmental establishment in each state and to the national influence that accompanies this unique position. CCSSO forms coalitions with many other education organizations and is able to provide leadership for a variety of policy concerns that affect elementary and secondary education. Thus, CCSSO members are able to act cooperatively on matters vital to the education of America's young people.

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Series Introduction

In 1991, the Council of Chief State School Officers established a multiyear priority of improving connections between school and employment for all students. The Council's aim is to improve education and experiences that bridge youth and adulthood and prepare U.S. youth for immediate or eventual entry into the world of employment.

A formal policy statement adopted by the Council in 1991, *Connecting School and Employment*, set in motion a series of activities and reports for improving paths for youth to prepare for productive employment; restructuring schools to support this objective; and identifying new responsibilities for schools, businesses, employee organizations, and postsecondary institutions to establish sound career preparation patterns for the majority of our youth. The policy statement was an effort to recognize the need for developing successful (1) methods of integrating academic and occupational education and work-based learning, such as high-quality cooperative education, youth apprenticeship, and service learning; and (2) high school programs that result in a high school diploma, postsecondary credential, and certification of occupational skills.

On March 31, 1994, President Clinton signed into law the Goals 2000: Educate America Act. Title I of the Act identifies eight goals to be reached by the year 2000 that call for all children to be ready to learn; a high school graduation rate of at least 90 percent; students demonstrating competency over challenging subject matter when they leave grades 4, 8, and 12; professional development for teachers; American students' achievement first in the world in math and science; universal literacy for the United States to compete in a global economy; schools free of drugs, alcohol, and violence and offering a disciplined environment conducive to learning; and partnerships that will increase parental involvement and participation in promoting the social, emotional, and academic growth of children.

Shortly after Goals 2000 established a framework to improve education in the United States, President Clinton signed into law, on May 5, 1994, the School-to-Work Opportunities Act of 1994. It specifically provides guidance for states to establish systems that address Goal 6: Every American will be literate and will possess the knowledge and skills necessary to compete in a global economy. The guidance provided in the School-to-Work Act identifies the common features, basic program components, and student outcomes of a school-to-work transition system. A school-to-work transition system would be statewide and (1) help youth acquire the skills, abilities, and labor market information needed to make a smooth transition from school to career-oriented work or further education or training; (2) have substantial impact on the preparation of youth for a first job in a high-skill, high-wage career and in increasing opportunities for further education; and (3) support new and expanded ways of integrating work-based and school-based learning, linking occupational and academic learning, and strengthening the linkages between secondary and postsecondary education.

To assist states in the development and implementation of school-to-work systems and to encourage states' progress toward achieving Goal 6, the Council has invited or commissioned a series of papers to focus on issues of significance in designing school-to-work transition systems in states. To keep pace with a fast-moving policy domain, the topics for papers will be flexible, over the course of the year. The Council will publish the papers in a series, make them available through electronic media, and compile the work in a final document that will be widely disseminated.

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Training Administration. This article was also supported with funds from the U.S. Department of Education, Office of Special Education and Rehabilitation Services (OSERS) through the National Transition Network, University of Minnesota.

The focus of this article, "Including Students with Disabilities in School-to-Work Opportunities," brings to light lessons learned and works in progress for involving all students, including youth with disabilities, in school-to-work transition systems. It provides descriptions, discussions, solutions to labor code challenges, and student examples showing how transition requirements and components in two major federal acts, the Individuals with Disabilities Education Act and the School-to-Work Opportunities Act, can work in concert to ensure that all students participate in school-to-work transition opportunities.

Introduction

The School-to-Work Opportunities Act of 1994 (STWOA) was signed into law by President Clinton on May 4, 1994. The Act, in conjunction with Goals 2000: Educate America Act, establishes a broad national incentive for educational reform based on comprehensive performance goals for schools and specific outcome measures for students. The Act calls on states to plan and implement transition systems that enable *all* students to successfully participate in postsecondary environments—including the workplace. As a joint initiative of the U.S. Departments of Education and Labor, the Act recognizes the relationship between schooling and the broader issues of work-force development and the general well-being of the economy.

The preparation of our youth to become fully participating and contributing members of their communities presents a significant challenge to schools, communities, and states. The Act envisions that appropriate learning opportunities will be provided to students with diverse backgrounds and interests through the development of state and local partnerships. These partnerships require collaboration and cooperation among public and private sectors that in many cases have not existed in a systematic, comprehensive way. Indeed, the Act recognizes that *the United States lacks a comprehensive and coherent system to help its youth acquire the knowledge, skills, abilities, and information they need to access the labor market or further education and training.*

The School-to-Work Opportunities Act of 1994 makes specific references to students with disabilities and other minority students. The intent of the Act is clearly to expand and enrich opportunities for *all* students in school to select and succeed in subsequent workplace, education, and training environments. States will fail to carry out the intent of STWOA if they fall short in developing transition systems that meet the needs of all students, including those with disabilities.

This discussion provides guidance to states developing transition systems in response to the STWOA to ensure that these systems benefit students with disabilities. It focuses on the inclusion of students with disabilities in the STWOA and the lessons learned in designing transition programs for students with disabilities under the Individuals with Disabilities Education Act of 1990 (IDEA) for consideration by decision makers implementing school-to-work programs.

Including Students with Disabilities in School-to-Work Opportunities

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The views expressed in this article are those of the authors, Mr. Norman and Ms. Bourexis, and do not necessarily reflect those of the Council or its funding source

The Need for Students with Disabilities to Participate in School-to-Work Transition Programs

Nowhere has the need to focus on postsecondary outcomes been more apparent than in special education. Findings from recent studies on the post-high school outcomes and community adjustment of youth with disabilities reinforce the intent of and the need for the STWOA to create a high-quality, school-to-work transition system that enables all students to successfully enter the workplace and participate fully in their communities. The single largest and most important study was commissioned by the Office of Special Education Programs of the U.S. Department of Education. This study, the *National Longitudinal Transition Study* by SRI International, was begun in 1985 and completed in 1993. The study included more than 8,000 former special education students in 300 school districts. The study asked the question: "How well do students with disabilities fare following high school?" Researchers at SRI International revealed the following facts:

- Thirty-six percent of all youth with disabilities served in publicly mandated special education programs dropped out of school prior to graduation. On average nationally, this percentage represented a higher dropout rate than any other group of young people.
- Young adults with disabilities showed low levels of participation in postsecondary vocational programs. Fewer than 17 percent of these individuals had gained access to postsecondary vocational programs three to five years after the time of high school completion.
- Approximately 43 percent of youth with disabilities remained unemployed three to five years after high school. Of those who were employed, many worked only part time and received low wages. The vast majority were not receiving medical insurance coverage or other fringe benefits through their employers.
- For far too many students with disabilities, the transition from school meant sitting idly at home, dependent on family members for support long into adulthood.

These findings have been supported in other studies in states such as Vermont, Minnesota, Oregon, Iowa, and Washington. The National Association of Industry-Education Cooperation (1992) reported in 1986, 1987, and 1989 that of 13 million disabled working-age people in the United States, only 34 percent worked full or part time.

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Lessons Learned

The successful implementation of STWOA will require states and local communities to draw from a variety of resources. By reference to *all* students, the Act promotes coordination and cooperation across education, human service agencies, and community business partners. The lessons learned and the expertise available within special education can provide valuable support in the implementation of comprehensive school-to-work programs. Perhaps the "lessons" are best summarized in testimony presented on behalf of the National Transition Network, Institute to the U.S. Senate Subcommittee on Employment and Productivity, Committee on Labor and Human Resources. This testimony concluded with the following lessons learned:

- We have learned that young people with disabilities, including people with severe disabilities, can and increasingly do successfully participate in postsecondary education programs, employment, and all other aspects of community living.
- We have learned that partnerships among educators, rehabilitation and human service professionals, students and family members, and employers are all necessary to make this happen.
- We have learned that the principles of self-determination, individual and family empowerment, and personal choice are vehicles through which human potential is reached.
- We have learned that special education, as a national program, cannot remain in isolation of the general education system if it is to succeed in guaranteeing young people with disabilities secure futures following high school.
- We have also learned that we have a long way yet to go.

Transition and the Individuals with Disabilities Education Act

Since 1983, the school-to-work transition of youths with disabilities has been a major policy initiative and a high priority within the U.S. Department of Education and state agencies across the United States. For over a decade, the federal government, in cooperation with state and local programs, has stimulated the development of transition programs and services through the funding of research, demonstration, and training projects. Through these activities, we have come a long way in ensuring that individuals with disabilities throughout the nation achieve meaningful and productive lives following their high school experience. This initiative was strengthened with specific transition service requirements added to Part B of IDEA.

Preparation for employment, with full community participation, is a focal point of IDEA. The Act mandates transition services for each student with a disability at age 16 or younger, if appropriate. The transition requirements serve as an impetus for schools to intensify their efforts to prepare students with disabilities for productive employment and other postschool adult living objectives. IDEA defines transition services as follows:

> A coordinated set of activities for a student, designed within an outcome-oriented process, which promotes movement from school to post-school activities, including postsecondary education, vocational training, integrated employment (including supported employment), continuing and adult education, adult services, independent living, or community participation. The coordinated set of activities shall be based upon the individual student's needs taking into account the student's preferences and interests, and must include instruction, community experiences, the development of employment and other postschool living objectives, and when appropriate acquisition of daily living skills and functional vocational evaluation.

The transition requirements of IDEA expand participation in the development of a student's individual education program (IEP) to include the student and a representative of any agency that is likely to be responsible for providing or paying for services required by the student to make a successful postschool transition. The IEP is to include a statement of each agency's responsibility or community linkages, or both, before a student leaves the school setting. At a minimum, the IEP must address instruction, community experiences, and the development of employment and other postschool adult living objectives.

To facilitate the successful transition of students with disabilities, the U.S. Department of Education, Office of Special Education and Rehabilitation Services (OSERS), has supported a series of five-year State Systems Change Transition Grant Programs since 1991. Thirty states currently participate in this program. These states receive technical assistance from the National Transition Network, also sponsored by OSERS. Both the State System Change Transition Grants, and the National Transition Network, have valuable experience, expertise, and information to share with state and local planners in the design of school-to-work opportunities programs for all students. More information on these grant programs is provided in a subsequent section.

Students with Disabilities and the School-to-Work Opportunities Act of 1994

The School-to-Work Opportunities Act of 1994 and the Individuals with Disabilities Education Act of 1990 have a common perspective—enhancing the postsecondary outcomes for students through sound, coordinated school-based and work-based learning opportunities. The two laws are compatible and complementary. Figure 1 shows a comparison of their provisions, the inclusion of students with disabilities in school-to-work programs sponsored under STWOA and the transition service requirements of IDEA.

STWOA seeks to improve the knowledge and skills of all U.S. youths by integrating academic and occupational learning, integrating school-based and work-based learning, and building effective linkages between secondary and postsecondary education. The participation of youth with disabilities in various components of the Act must meet the already-established transition service requirements of IDEA. Specifically, IDEA's transition requirements mean that when determining the participation of youth with disabilities in school-to-work programs sponsored under the Act, such determinations must:

- Respond to the individual student's needs, preferences, and interests
- Include instruction, community experiences, and the development of employment and other postschool and adult living objectives.

IDEA's requirements are satisfied when states plan and develop school-to-work programs that integrate school-based learning, work-based learning, and connecting-activities components in accordance with the provisions of the Act.

School-Based Learning

School-based learning, as defined in STWOA, includes a variety of programs and services designed to help all students attain high academic and occupational standards. School-based learning includes programs designed to expose students to a broad array of career opportunities and facilitate the selection of career majors based on individual interests, preferences, strengths, and abilities. The Act specifically calls for the improvement of student knowledge and

Figure 1:
Interrelationship of the School-to-Work Opportunities Act of 1994 and Transition Service Requirements of IDEA

School-to-Work Opportunities Act of 1994	Individuals with Disabilities Education Act of 1990 (IDEA)
School-Based Learning Component	
Career awareness and exploration and counseling to identify career interests and goals. Selection of a career major by the 11th grade Program of study designed to meet the standards set by Goals 2000: Educate America Act. Integration of academic and vocational learning Regularly scheduled student evaluations.	Annual planning and review meetings; functional vocational assessment; assessment of student's needs & interests The IEP for each student, beginning no later than age 16 (and at a younger age, if determined appropriate). Include (1) instruction; (2) community experiences; (3) development of employment and other postschool adult living objectives; and (4) if appropriate, acquisition of daily living skills and functional vocational evaluation.
Work-Based Learning Component	
Work experiences. Job training experiences relevant to student career. Workplace mentoring. Instruction in general workplace competencies. Instruction in all aspects of the industry.	"Transition services" means a coordinated set of activities for a student, designed within an outcome oriented process that promotes movement from school to postschool activities, including postsecondary education, vocational training, integrated employment (including supported employment), continuing and adult education, adults services, independent living, or community participation. Broad exposure to work environments, including nontraditional occupations.
Connecting Activities Component	
Entry into additional postsecondary education. School site mentor to serve as liaison among employers, schools, and educators. Provide technical assistance and services to employers, educators, case managers, and others. Provide assistance to schools and employers to integrate school-based and work-based learning. Encourage active participation of employers. Match students and employers. Collect and analyze information regarding post-program outcomes of students. Post-program planning and assistance. Link youth development activities with employer strategies for upgrading worker skills.	Development of employment and other postschool adult living objectives based on students' interests. Provision of related services to achieve transition goals. The IEP must include a statement of transition services including, if appropriate, a statement of each public agency's and each participating agency's responsibilities or linkages, or both, before the student leaves the school setting. Student participation is required in the development of transition plans. Graduation assistance is provided. Post-program reconvening of the IEP team. Promote lifelong learning and ongoing access to postsecondary education programs as stipulated in the Americans with Disabilities Act.

skills by integrating academic and occupational learning and by building effective linkages between secondary and postsecondary programs.

Career awareness, exploration, and counseling are essential school-based learning services for *all* students. The Act provides support for career awareness, career exploration, and career counseling (beginning at the earliest possible age, but not later than seventh grade) to help students who may be interested to identify and select or reconsider, their interests, goals, and career majors, including those options that may not be traditional for their gender, race, or ethnicity. Both STWOA and IDEA recognize the importance of introducing career development early in a student's educational career. STWOA requires that such activities be initiated no later than the seventh grade, whereas IDEA requires transition planning to begin no later than age 16.

The school-based-learning component of a school-to-work program under STWOA also includes the "initial selection by interested students of a career major not later than the beginning of the eleventh grade." Emphasis should be placed on the phrase "*not later* than the beginning of the eleventh grade." STWOA does not intend to restrict the initial selection of a career major until the 11th grade for any student. Nor does the Act intend to "lock" a student into a career major without possibility of reconsideration. For students with disabilities, planning and selection must begin no later than age 16, regardless of grade, under the requirements of IDEA.

Defining the criteria for completing a *career major* is an important consideration for students with disabilities. STWOA specifically defines a career major as consisting of "(5) a coherent sequence of courses or field of study that prepares a student for a first job and that...(C) typically includes at least 2 years of secondary education and at least 1 or 2 years of postsecondary education...[Completing a career major] (E) results in the award of —

> (i) a high school diploma or its equivalent, such as
>
> (I) a general equivalency diploma; or
>
> (II) an alternative diploma or certificate for students with disabilities for whom such alternative diploma or certificate is appropriate;
>
> (ii) a certificate or diploma recognizing successful completion of 1 or 2 years of postsecondary education (if appropriate); and
>
> (iii) a skills certificate (pp. 14–17)

This definition of a career major is flexible and affords multiple options to signify the successful completion of school. Its purpose is to ensure that all students, including students with disabilities, successfully complete high school or its equivalent. In some instances, this opportunity has been denied when a student with a disability has been unable to pass a minimal competency test. The definition stresses the importance of postsecondary education in helping students to successfully complete their career majors. This emphasis is particularly important in view of the recent findings of the low rate of participation of students with disabilities in postsecondary training programs.

The school-based-learning component of school-to-work programs under STWOA includes "regularly scheduled evaluation for determining the learning needs of students." *Regularly scheduled evaluations* are already a required part of a special education program for students with disabilities under IDEA as a basis for developing the IEP. In the school-based-learning component, evaluations take on a more important meaning for students with disabilities in determining necessary accommodations to learning environments, curricula, materials, and instructional procedures that will be necessary for the students to benefit from school-to-work programs. Regularly scheduled evaluations may include functional assessments and other informal inventories in a variety of school and community environments.

A final consideration in the school-based learning component of school-to-work programs under STWOA is *transition planning* defined as "procedures to facilitate the entry of students participating in a School-to-Work Opportunities program into additional training or postsecondary education programs as well as facilitate the transfer of students between education and training programs."

Personnel working with students with disabilities will find that this definition is consistent with IDEA. IDEA specifies that the IEP for each student include a statement of transition services to be provided and a statement of the school's or other participating agencies' responsibilities when providing these services, before the student leaves the school setting. The determination of appropriate training or postsecondary education programs is part of a broader array of community services that are addressed when planning for the postschool service needs of students with disabilities under IDEA. The procedures to facilitate the entry of students with disabilities in varied postsecondary education programs are the procedures addressed in IDEA.

Work-Based Learning

The work-based-learning component of school-to-work programs sponsored under STWOA stresses the importance of the workplace as an active learning environment in the educational process. Making comprehensive work experience programs available to students is one of the mandatory provisions of the Act. Employers and educators become partners in extending opportunities for all students to participate in high-quality work-based experiences while they are still in school. The work-based-learning component of a school-to-work program may include work experience (including paid employment), job training, job shadowing, workplace mentoring, and other workplace-related experiences.

The workplace experience is facilitated by a *workplace mentor.* The Act defines a mentor as "an employee or other individual, approved by the employer at a workplace, who possesses the skills and knowledge to be mastered by a student, and who instructs the student, critiques the performance of the student, challenges the student to perform well, and works in consultation with classroom teachers and the employer of the student."

The reference to "or other individual, approved by the employer" is important for some students with disabilities participating in school-to-work programs. It recognizes the importance of involving a wide range of people who can assist youth with disabilities in successfully participating in work-based learning. Mentors may include coworkers as trainers and mentors, school- or community agency-sponsored job coaches, work-study coordinators, special educators, vocational rehabilitation professionals, and others who provide specialized training and support to students with disabilities at worksites. Many employers have acknowledged such support as an effective means of ensuring that students with disabilities learn and acquire appropriate job skills.

STWOA addresses two other areas to promote meaningful workplace experiences for all students: *instruction in general workplace competencies* and broad *instruction in all aspects of the industry.* The work-based-learning component stresses the importance of "general workplace competencies" and students developing "work attitudes" and "participative skills," in addition to job-specific skill competencies. For students with disabilities, this may also include the development of *independent-living, social,* *and other skills* related to successful community and workplace participation. Research has shown, for example, that people with disabilities often experience employment difficulties due to a lack of personal and interpersonal skills that enable them to successfully interact with coworkers and respond to routine job demands and expectations.

The provision regarding all aspects of the industry is designed to allow students to experience and receive instruction in "all aspects of the industry or industry sector a student is preparing to enter." Such instruction provides students with a broader perspective of the industry of interest and does not limit participation of students only to entry-level positions. Though IDEA does not address "all aspects of the industry" specifically, the intent of transition planning is to expand the options available for students once they leave school. Like all students, students with disabilities must be exposed and experience a variety of work opportunities within and across industries if they are to make informed choices about postschool employment or continued education.

The workplace is intended to become an environment within which academic and occupa- tional learning are fully integrated. The workplace should not only be used for the purposes of job skill development, but should be an environment in which students learn positive work habits, interpersonal and effective communications skills, general knowledge of business operations, demands and expectations of employers, and applied academic skills. This type of flexibility affords all students, including students with disabilities, multiple options and opportunities for learning in applied community settings.

Connecting Activities

The connecting-activities component of school-to-work programs under STWOA encourages the broad participation of community representatives, including employers, parents, students, community organizations, secondary and postsecondary schools, and other public and private entities. Connecting activities provide the critical linkage between school-based and work-based learning. As described by Grubb (1994):

> Adequate linkages are necessary to prevent school-to-work programs from degenerating into independent work-experience programs, with work disconnected from schooling. Of course, school-to-work programs will require coordinators to recruit and monitor the quality of work placements and to provide a liaison between school and employers (p. 68).

This assurance under the Act is a major aspect of its intent. It assures that *appropriate linkages* are established as students make the transition from high school to postsecondary education, on-the-job training, employment, and other facets of community involvement and participation. This provision also includes attention to evaluating the postprogram outcomes of students participating in school-to-work opportunity programs.

These assurances are consistent with the *transition-service requirements of IDEA* for effective improved transition planning and service coordination. IDEA requires that each student's transition plan developed as part of the individualized education plan include "a statement of interagency responsibilities or linkages (or both) before the student leaves the school setting."

IDEA requires that students with disabilities, and their parents, participate in planning meetings when transition goals and objectives are discussed. The transition goals and objectives are included in the student's IEP. Placement of a student in a work-based learning program is based on adequate assessment information and input from the student and his or her parent, as well as input and consultation with other agencies identified as relevant in supporting the

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student's participation in school-to-work programs and services.

The connecting-activities component of school-to-work programs requires that a *"school-site mentor"* be provided for students to "work in consultation with classroom teachers, counselors, related services personnel, and the employer of the student to design and monitor progress of the program for the student." School-site mentors for students with disabilities may include teachers, rehabilitation personnel, parents, advocates, job coaches, paraprofessionals, and others familiar with the student and his or her needs for school-based and work-based learning. The role of the school-site mentor is consistent with current efforts in special education to facilitate "inclusion" of students with disabilities in general educational programs by providing consultation and support to classroom teachers and other school personnel.

Connecting activities, according to STWOA, are intended to provide assistance to participants who have completed the program in finding an appropriate job, continue their education, or enter into an additional training program. This includes linking the participants with other community services that may be necessary to ensure a successful transition from school to work. The intent of this provision is to ensure that the public agency responsible for the student's education (the school) will take necessary steps to see that each student with a disability receives needed transition services. IDEA gives parents and students a means to reengage with the IEP planning team if transition plans as specified on the student's IEP prior to graduation fall through. Implicit in this is the understanding that students will be connected or reconnected to needed community services and supports before the students complete their school program.

Community-Based Vocational Instruction for Students with Disabilities as an Example of a School-to-Work Strategy

The School-to-Work Opportunities Act of 1994 is a comprehensive national policy designed to promote major restructuring and systematic changes in education that will facilitate the creation of a universal, high-quality, school-to-work transition system that enables *all* students in the United States to successfully enter the workplace. The articulation of policy at the national or state level is one thing; the implementation of policy in schools and local communities is quite another. This is true regardless of the policy's importance or the consensus surrounding it. Often it is helpful for decision makers to consider successful local programs that have been developed to meet challenges similar to the ones they face.

The remainder of this discussion addresses one type of local program developed to meet the vocational transition needs of students with disabilities existing secondary schools and entering postsecondary environments including employment and community living. This type of program was developed as a response to the transition services requirements of IDEA; and the program was developed in view of a growing body of knowledge on the postsecondary possibilities and opportunities for students with disabilities.

In response to the transition service requirements of IDEA and the recognized need to strengthen the connection between education and employment, state and local decision makers in the special education community have had to review, analyze, and redefine special education as a service-delivery system. This redefinition has called for the inclusion of people with disabilities in typical school and community environments, including work.

An example of restructuring the service delivery system is the provision of vocational education for students with disabilities. As described by Simon, Karasoff, and Smith (1994):

> Vocational education has long been a preferred vehicle for preparing students with disabilities for productive employment. However, most of these programs in the past relied heavily on simulated work experiences in classroom settings. This approach has not led to productive employment in integrated work settings. The skills acquired through classrooms or simulated work experiences do not generalize to typical work settings, and therefore do not meet the goal of productive employment for students with disabilities. When vocational education and training occur primarily through classroom or simulated settings, students with disabilities do not acquire social skills normally built through interactions with coworkers and best learned and reinforced in work environments. These skills are critical to long term employment (p. 3).

The concept of *community-based instruction* emerged to address students' needs to learn and practice skills in the environments in which those skills are required. Community-based instruction uses the community as an extension of the classroom. Community-based instruction provides direct and systematic instruction in the normal environment in which students live, work, and play (Pumpian, West, & Shepard, 1988).

Community-Based Vocational Instruction (CBVI)

The concept of *community-based instruction* has now expanded to secondary programs for students with disabilities in the form of community-based vocational instruction (CBVI). CBVI encourages student participation in real work environments under the supervision of school personnel and employers. The implementation of CBVI has grown as an expanding body of research has demonstrated the benefit of CBVI in assisting students with disabilities in securing competitive employment (Gaylord-Ross, 1988; Holloran & Simon, 1993; Hasazi & Cobb, 1988; Rusch, Destefano, Chadsey-Rusch, Phelps, & Szymanski, 1992; Simon et al., 1992; Wehman, 1992). Because of CBVI's success with students with disabilities, and its similarities to the school-to-work program requirements under STWOA, it offers a strategy for consideration by decision makers planning school-to-work programs for all students.

CBVI relies on an integrated approach to school and community activities to prepare students for postsecondary opportunities. Students from the age of 14 participate in nonpaid vocational exploration, assessment, and training experiences to identify their career interests, assess their employment skills and training needs, and develop the skills and attitudes necessary for paid employment. After such instruction, students may engage in cooperative vocational experiences for which they are paid.

The CBVI approach has four components: vocational exploration, vocational assessment, vocational training, and cooperative vocational education. Student participation in each component is based on their individual needs and circumstances. Students may progress through the entire sequence or participate in only one or two components before moving to cooperative vocational education (Simon, Cobb, Norman, & Bourexis, 1994).

Vocational Exploration. Vocational exploration exposes students to a variety of work settings to help them make decisions about future career directions or occupations. The exploration process involves investigating interests, values, beliefs, strengths and weaknesses in relation to the demands and other characteristics of work environments. Though vocational exploration, students gain information by watching work being performed, talking to employees, and actually trying out work under direct supervision of school personnel. Exploration enables students to make choices regarding career or occupational areas they wish to pursue. The student, parents, exploration site employees, and school personnel use this information to develop the student's IEP (and Transition Plan) for the remainder of the student's educational experience.

Vocational Assessment. Vocational assessment helps determine individual training objectives for a student. In this CBVI component, the student undertakes work assignments in various business settings under the direct supervision of school personnel and employees. Assessment data are systematically collected concerning the student's interest, aptitudes, special needs, learning styles, work habits and behavior, personal and social skills, values and attitudes toward work, work tolerance, and workplace accommodations required for the student. The student rotates among various work settings corresponding to the student's range of employment preferences as school personnel and assessment site employees complete situational assessments. As a result, students select work settings in which they can best pursue career or occupational areas matching their interests and aptitudes. Future training objectives are matched with these selections. These training objectives become a part of the students' subsequent IEPs.

Vocational Training. The vocational-training component of CBVI places the student in various employment settings for work experiences. The student, parents, and school personnel develop a detailed written plan, which includes the competencies to be acquired, method(s) of instruction, and procedures for evaluating the training experience. Training is closely supervised by a representative of the school or a designated employee or supervisor. The purpose of this component is to enable students to develop the competencies and behavior needed to secure paid employment. As the student reaches the training objectives in a particular employment setting, the student moves to other employment environments where additional related learning and reinforcement of current competencies and behavior occur.

Cooperative Vocational Education. Cooperative vocational education consists of an arrangement between the school and an employer in which each contributes to the student's education and employability in designated ways. The student is paid for work performed in the employment setting. The student may receive payment from the employer, from the school's cooperative vocational program, from another employment program operating in the community such as those supported by the Job Training Partnership Act (JTPA), or a combination of these. The student is paid the same wage as regular employees performing the same work. Cooperative vocational education, although designed as a learning experience for the student as specified in the IEP, constitutes an employment relationship. As such, all requirements of student employment must be met, including securing a work permit when required, as well as other provisions of the Fair Labor Standards Act (FLSA) that apply to students or minors.

The school and the employer reach a written agreement before the student enters cooperative vocational education. The agreement includes the work-based-learning experiences to be obtained, support provided by the school and the employer, and the methods for measuring student progress on the job, as well as a clear stipulation of the student's wages and benefits. This agreement may also include follow-along services to ensure that the student adjusts to the work assignments and improves performance and productivity over time.

CBVI in Practice

The U.S. General Accounting Office (GAO) examined the potential for expanding school-employer linkages in support of postsecondary outcomes for students in 1991. They found that the most prevalent programs were cooperative education programs. GAO concluded that, although these programs were beneficial to students and to the economy, two primary barriers hindered program expansion. These barriers were lack of awareness about the programs and negative perceptions of program quality. GAO established the following as indicators of quality cooperative education programs:

- Agreement to training plans by employers, students, and schools detailing both general employability and specific occupational skills that the students are expected to acquire.
- Screening of applicants to ensure that they are prepared to meet employer demands.
- Selection of employers who provide training in occupations with career paths.
- Adherence to training agreements outlining the responsibilities of students, schools, and employers.
- Close supervision of high school students by school staff.

CBVI addresses these criteria. The awareness, evaluation, and training components allow school personnel and business partners to establish an appropriate match of student interests and needs and job-site selection. CBVI is based on each student's individual transition plan, which takes into account the student's interests, strengths, and learning needs. Employers and school personnel enter into an agreement detailing the learning objectives, the activities and tasks in which the student will engage, the supervision that will be provided at the job site by school personnel, and the student data-collection methods that will be used.

There are as many versions of the CBVI approach as there are school districts using it. To illustrate CBVI in practice, we provide four examples of students experiencing each component. These examples illustrate what school personnel working with secondary school students with disabilities in community-based work settings have learned using the CBVI approach, as follows:

- CBVI makes students and their parents partners in decision making in the school- to-work transition process. It allows students to experience a variety of career opportunities, provides information on student strengths and interests, and carries out vocational evaluation and training in real work situations. As a result of this level of participation, students and parents can make informed decisions concerning postsecondary choices.
- CBVI is an effective and efficient means of assessing student job-related performance and conducting job-specific training, including social skills necessary to participate in the work force.
- CBVI instruction by school personnel and job-site personnel results in increased student learning and retention of job-related skills and facilitates community and employer involvement in school-to-work programs.

- The components of CBVI prepare students to participate appropriately in cooperative vocational education experiences (paid employment) and provide an appropriate match of students to employment situations.
- The acquisition of generic vocational skills requires multiple job-site experiences that are best facilitated by CBVI.
- CBVI is consistent with the requirements of the Fair Labor Standards Act.

School-to-Work Programs and the Fair Labor Standards Act

The way CBVI works in practice is closely related to the provisions of FLSA and their implications for school-to-work programs. All school-to-work programs must be conducted in accordance with the FLSA (administered by the U.S. Department of Labor), the federal legislation establishing minimum wage, overtime pay, recording keeping requirements, and child labor regulations. States commonly have labor laws which must also be satisfied. Because the majority of CBVI activities take place in actual community settings, school personnel in charge of these programs pay considerable attention to FLSA requirements. Guidelines that have been developed for meeting FLSA requirements for students with disabilities participating in work-based learning experiences may be useful to others planning school-to-work programs.

The requirements of FLSA come into effect when an employment relationship exists. Before 1992, it was not entirely clear if students participating in work settings for the purposes of vocational training were considered employees under the FLSA. This ambiguity resulted in some school districts becoming hesitant to set up or expand CBVI programs for fear that they or their employer partners would appear to violate the FLSA.

To promote the expansion of CBVI programs to prepare students with disabilities for productive employment, the U.S. Departments of Labor and Education entered into an agreement in September 1992 and published new guidelines governing the participation of students with disabilities in employment settings for vocational exploration, assessment, and training. These Departments adopted the following Statement of Principle:

> The U.S. Departments of Labor and Education are committed to the continued development and implementation of individual education programs, in accordance with the Individuals with Disabilities Education Act (IDEA), that will facilitate the transition of students with disabilities from school to employment within their communities. This transition must take place under conditions that will not jeopardize the protections afforded by the Fair Labor Standards Act to program participants, employees, employers, or programs providing rehabilitation services to individuals with disabilities

(A summary of the guidelines established by the U.S. Departments of Education and Labor is in Appendix A.)

The guidelines recognize that the CBVI components of vocational exploration, vocational assessment, and vocational training do not constitute an "employment relationship" if specific procedures are followed and the primary benefit of the relationship is the education of the student. Though the existence of an employment relationship is not determined exclusively on the basis of the number of hours a student participates in a particular component, as a general rule each component should not exceed the following limitations during any one school year:

Vocational exploration—
5 hours per job experience

Vocational assessment—
90 hours per job experience

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Vocational training—
120 hours per job experience

Cooperative Vocational Education—
Paid employment

Students participating in cooperative vocational education (the fourth component of the CBVI approach) are involved in an "employment relationship." Therefore, the student is an employee and is entitled to the same wages as regular employees performing the same task; schools and businesses are subject to all of the provisions of the FLSA.

Students in school-to-work programs sponsored under STWOA will be subject to all FLSA provisions. The guidelines developed by the U.S. Departments of Education and Labor are models than can be adapted to pertain to any student engaged in s school-to-work program with consultation and approval by the U.S. Department of Labor, Employment Standards Administration.

Student Examples

The following student examples demonstrate the use of CBVI as a strategy for implementing school-to-work programs. The CBVI-activities examples presented are part of each student's transition component of the IEP. The IEP is the vehicle for coordinating and connecting school-based learning and work-based learning activities during a student's CBVI experiences. Though the examples address each component of CBVI, the components are not sequential for all students. The determination of a student's participation in CBVI and its specific components are a decision made by the IEP team, including the student and his or her parents. For some students, it may be appropriate to move directly into vocational training or cooperative vocational education (paid employment) under the direction and supervision of school personnel.

Vocational Exploration. Helen is an eighth-grade student in a rural community. She is 14 years old and attends middle school. At a meeting with school personnel, Helen's parents expressed an interest in developing some sense of jobs and careers she might pursue after high school They believed this direction might motivate Helen to take her schoolwork more seriously. School personnel agreed.

Neither Helen nor her parents had any specific careers in mind. As a team, school staff, Helen's parents, and Helen agreed that she should experience a variety of career areas to help her make future decisions about a possible "career major." The staff suggested that the first two experiences occur at the school, in the library and school cafeteria. The team also agreed to arrange with the local veterinarian for Helen to observe the work in a veterinary office. Helen would also have the opportunity to observe in the day care center at the local high school and vocational classes in graphic arts.

Helen's resource room teacher coordinated the vocational exploration experiences. The cafeteria supervisor, school librarian, day care coordinator, veterinarian, and graphic arts instructors assisted in developing the observation experiences Helen would have in each site. The teacher sent a letter to each job-site supervisor who would be working with Helen, confirming the visitations and outlining Helen's learning objectives for each experience. The teacher then gathered information from each of these people on their observations of Helen during the exploration experience. Helen kept a log of her experiences, which she shared with her parents and her teacher.

At the end of the school year, the teacher wrote a summary of Helen's vocational exploratory experiences, pointing out Helen's preferences, her behavior at the work sites, and her potential to continue in community-based vocational instruction in high school. The results of Helen's experiences, her teacher's observations, and input from Helen and her parents were used to design subsequent CBVI activities.

Helen's vocational-exploration experiences were designed to provide Helen, her parents, and school personnel with an indication of potential career and employment interests before she enrolled in high school. All experiences were under the supervision of school personnel (Helen's teacher): and each site supervisor was involved in planning the experience to allow Helen to observe and participate, on a limited basis, in several aspects of the career area.

The vocational-exploration component of CBVI is not intended to narrow the range of vocational opportunities of students—thus Helen was provided a variety of different experiences. Certainly more can and should be made available based on the student's changing needs and interests. For students in middle school, CBVI vocational exploration is an excellent vehicle for beginning career-development activities.

Vocational Assessment. Mike is a 16-year-old high school student. He has participated in several vocational exploratory experiences, including observing and talking with a computer programmer for a local government agency involved in monitoring county-resident demographic information. Mike is currently taking a computer-programming class and has expressed interest in a career in the computer field, specifically in the area of municipal management.

Mike's computer-programming teacher has agreed to assist him in pursuing his interest. His teacher has conducted a variety of in-class evaluations of Mike's programming and math skills and has assured Mike that he has the ability to become an excellent programmer. Mike's teacher and counselor proposed that Mike complete further vocational assessment on an actual job site to assist the school in designing a school-based program and give him the opportunity to assess his own interest in a real work situation.

Mike's counselor made arrangements with a local consulting firm that was conducting a study of population trends in an adjoining community to assist in completing a site-based vocational assessment of Mike on the work site. The employer understood that the reason for Mike's placement was to conduct an assessment of Mike's skills, attitudes, and behaviors in a job setting. The employer agreed to treat Mike as he would a new employee, to make the assessment a real work experience, and to provide the school with progress reports on Mike's work, using a specified data sheet. Mike's counselor was also to observe Mike on several occasions during the assessment period. Arrangements were made for Mike to participate at the work site for six hours a week during the second semester of the school year. Because this placement was for the purpose of assessment, everyone agreed that Mike would not be paid. A contract was developed between the school and the employer that established the conditions of Mike's assessment experience, including that Mike would be assessed in a variety of job areas during his time with the company. The agreement detailed the purpose of the job-site placement and the roles of school personnel and Mike's work supervisor in conduction the evaluation. Mike's parents received a copy of the agreement and understood that the purpose of the placement was to conduct an evaluation of Mike's on-the-job performance and that he would receive no pay.

Both Mike's counselor and his work supervisor observed Mike in a variety of work situations and compared their observations on a weekly basis. Mike's workplace supervisor shared his observations of Mike's performance with Mike weekly. The counselor maintained a file of Mike's activities, interventions that were used on the job,

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successes, and areas that required improvement. The observation and assessment results by the counselor and the workplace supervisor were shared with Mike's classroom teachers for planning school-based instruction.

The results of the vocational assessment showed that Mike had the potential to work in the field of computer programming. Given adequate instructions, he could work at a productivity level comparable to other newly hired employees of the firm. However, he needed to improve his willingness to ask for help when he didn't understand something, as well as his social-interaction skills with other workers.

School personnel decided that the best way to complete a comprehensive assessment of Mike's interest and ability in the computer programming field was to structure a work experience in which assessment data could be collected and analyzed. The purpose of Mike's placement was made clear to the employer, who agreed to assign a staff person to serve as Mike's workplace mentor to supervise and monitor his work. School personnel maintained general supervisory responsibility for Mike's program, and they interacted frequently with the employer and mentor. The information gathered was used by school personnel, Mike, and his parents to make subsequent decisions about Mike's vocational preparation.

Vocational Training. Jason is a high school junior. Last year, Jason's CBVI program included a vocational assessment as part of his industrial arts program. The assessment showed that Jason had a variety of vocational interests and the ability to follow written and verbal directions, as well as demonstrate sufficient time-on-task behavior. Jason and his parents agreed with school personnel that no additional assessment was required: Jason could go directly into vocational training in a community setting.

The IEP team, in developing the transition component, decided that Jason should have several vocational training opportunities. Because Jason was not sure what he wanted to do after high school, he would have the opportunity to receive training in three job sites. Each training opportunity would be approximately eight weeks in length, three hours per day. Jason's involvement in multiple job sites would enable him to generalize basic job skills. Jason's parents and school personnel agreed that Jason would visit prospective training sites and make his own decision. Jason selected three training sites: a grocery store, a hospital, and a hardware store. Specific training objectives were developed for each job site.

Letters of agreement were sent to the managers of each site. School personnel and the site managers identified the training objectives and the responsibilities for supervision. Everyone understood that because this was a training program, Jason would not be paid. It was clear that once Jason had mastered a particular job-related skill, he would move to another skill training area.

Jason's teacher, who was responsible for monitoring Jason's transition plan and supporting him during the training activities, went with him during the first two to four weeks he was involved at each site. The teacher instructed and helped Jason in interacting with employees. An employee in each site supervised Jason's training after this introductory period. The teacher or the teacher's aide, who also observed Jason during the training, met with Jason weekly.

School staff recorded and compiled case notes on Jason's progress at each training site. Written evaluations occurred at the end of the teacher's supervisory period and at the end of the training experience. The employee, a supervisor, Jason, and the teacher participated in these evaluations.

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Jason was successful in all three training situations, according to his teacher and the written evaluations of the site employees and supervisors. All of Jason's site supervisors commented on his positive attitude and willingness to take on tasks assigned. Jason said he liked all three jobs, but particularly enjoyed interacting with the patients at the hospital. His hospital supervisor mentioned the possibility of hiring him as an orderly during the summer.

Jason was provided training in multiple sites to increase his understanding of vocational opportunities and to provide training in generic job skills that are transferred across employment environments. Each site provided Jason with a variety of training experiences in different job areas of the business to allow Jason to gain a broader understanding of the possibilities and requirements in each work setting. The school maintained supervisory responsibility through Jason's teacher, who also served as his school-site mentor. An employee in each business served as Jason's work-site mentor. Because each site provided a training experience and Jason received no pay, these complied with the requirements of the FLSA.

Cooperative Vocational Education. Greg is 18 years old and eligible to graduate from high school at the end of the school year. Greg has had several encounters with the juvenile authorities while in high school. His most recent encounter, shoplifting, resulted in his spending six months in a juvenile corrections facility. When he returned to school, portions of his educational program focused on a program designed to help him control his antisocial behavior.

Greg participated in meetings with school personnel and his parents. He expressed an interest in getting a job, but his parents were against it. They feared it would interfere with his schoolwork and they wanted Greg to graduate. They were also concerned about Greg's ability to hold a job, given his potential for disruptive behavior. Neither Greg nor his parents were interested in Greg's attending vocational school, nor did Greg express an interest in other postsecondary programs. Both he and his parents wanted Greg to secure employment after completing high school.

In a recent meeting, Greg expressed interest in the restaurant business. As a part of a consumer education class he took during his junior year, Greg had the opportunity to visit a variety of businesses in the community. The ones that attracted his attention were restaurants. Everyone agreed that the transition plan should focus on preparing Greg for employment after graduation. Greg's high school counselor agreed to search for cooperative vocational education experience in the food industry as part of his program.

Greg's parents worked with him to prepare a resume reviewed by his counselor. The counselor also had Greg complete several job applications and participate in simulated interviews with school staff and local community business volunteers.

Greg's counselor and special education teacher spoke about him with the manager of a pizza restaurant. The owner agreed to interview Greg, with the possibility of offering him a part-time job. The owner understood that if Greg were hired he would be paid the same salary as other employees in that position. Greg would have an opportunity to try several different work tasks under the supervision of the owner or manager. After the interview, the owner agreed to give Greg a job.

The restaurant owner and school personnel agreed that the job was an educational experience for Greg although he was being paid. Greg's transition plan included specific learning objectives that were shared with the owner. Greg's teacher would monitor progress toward

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these objectives. The owner would complete a weekly report on Greg's activities and send it to the school counselor. Similarly, either the counselor or Greg's special education teacher would observe Greg at work at least four times during the semester. The counselor assured the owner that school personnel would help him work with Greg in both skills acquisition and job behaviors, if needed. Greg and his parents agreed that if Greg's schoolwork suffered, Greg would quit his job.

The job was 15 hours per week, five days a week (11 a.m.–2 p.m.). Greg began work during the second semester. His counselor rearranged Greg's second-semester classes to fit his work schedule, but made sure Greg would have the course credits he needed to graduate.

On the whole, this job placement worked out well for the employer and Greg. The owner paid Greg, but the school shared responsibility for his CBVI placement. The owner served as Greg's mentor, and he involved Greg with a variety of work experiences, including inventory control, ordering, bookkeeping, and food service preparation. When Greg experienced difficulties on the job, his counselor and parents stepped in to work with the employer and Greg to resolve the situation.

At one point, the employer called Greg's counselor to report that Greg had reported to work that week in a bad mood and was surly to customers on three occasions. The counselor was concerned and talked with Greg and his parents. It seems that Greg's bus ran late that week, and Greg was anxious about getting to work on time. This anxiety showed in his attitude toward his coworkers and customers. Because Greg couldn't leave school before 10:15 a.m., everyone, including the employer, agreed that Greg wouldn't be penalized if late for work due to traffic and bus operations. Once this was explained to Greg, the pressure was removed, and he was fine.

School personnel regularly monitored Greg's job performance and completion of IEP transition goals. Regular conferences were held with Greg and his parents to discuss his progress and areas that required improvement. Though the employer paid Greg, the school shared responsibility for his CBVI placement.

Summary of Student Examples

Each of the experiences provided to students through community-based vocational instruction was designed to meet specific needs at a point in time in the student's school career. Student options were increased through career-awareness activities. Instructional and work-based programs were designed through student assessment in a work setting. Training was conduced on the job site with school and workplace personnel serving as trainers and mentors. The final phase, cooperative vocational education, although a paid work experience, was considered a student learning experience by the school and the employer. In each case, the school maintained supervisory responsibility for the progress of the student and coordinated school-based learning activities with work-based learning activities.

Though each of the examples is based on the experiences of students with disabilities who participated in a CBVI program, the examples are totally compatible for peers without disabilities. The examples show the types of educational and work-based planning that is required, the support that is provided by school personnel, and the interaction of school personnel and workplace personnel that is necessary in a successful school-to-work program.

Planning and Development Resources Available to State and Local Policymakers and Decision Makers

Several resources are available to state and local decision makers as they plan and carry out programs under STWOA. Among those resources are State Systems Change Transition Grant Programs, sponsored by OSERS, of the U.S. Department of Education. In 1991, OSERS initiated a special grants award program, making available federal funds to support a series of five-year state systems change projects supporting the transition of students with disabilities from school to employment and independent living. Thirty states currently participate in this program. This number will increase to 34 states in 1995. An additional 10–12 states per year are expected to receive funding until all states have participated. Specific goals of these systems change projects are as follows:

- Increase the availability, access, and quality of transition assistance for youth with disabilities.
- Improve the ability of professionals, parents, and advocates to work with youth with disabilities in ways that promote the understanding of and the capability to successfully make the transition from student to adult.
- Improve the working relationships among those who are, or should be, involved in the delivery of transition services, to identify and achieve consensus on the general nature and specific application of transition services to meet the needs of youth with disabilities.
- Create an incentive for accessing and using the existing, or developing, expertise and resources of programs, projects, and activities related to transition.

In addition to the state systems change grants, in 1992 OSERS entered into a cooperative agreement with the University of Minnesota to establish the National Transition Network. The Network provides technical assistance and evaluation services to states implementing statewide systems change projects on transition. More specifically, the role of the National Transition Network is to strengthen the capacity of individual states to effectively improve school-to-work transition policies, programs, and practices. The Network generates and disseminates policy-relevant information for the purpose of improving state and local policy and program structures and achieving higher levels of intergovernmental cooperation to benefit people with disabilities and their families as they transition from school to work and community living. (A listing of the current State Systems Change Projects and the National Transition Network is in Appendix B.)

State Systems Change Projects on Transition and the National Transition Network offer a valuable resource to state school-to-work opportunities planners. Since 1991, many of these projects have been involved in similar planning and implementation activities that are now required by the Act. Systems Change Projects have performed the following services:

- Provided information and assistance on the inclusion of students with disabilities in school-to-work programs to state and local planners.
- Formed alliances and connections with employers in providing "workplace learning" environments for students with disabilities.
- Developed and implemented systems for monitoring workplace learning experiences consistent with the requirements of IDEA, STWOA, and FLSA.

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- Developed and provided technical assistance to local communities in the provision of transition services and community-based vocational instruction.
- Created state and local interagency agreements to facilitate school-to-work opportunities and postschool community participation.
- Disseminated information on models within and across states on effective service-delivery models.

Summary

States and local school districts are responsible for establishing a school-to-work transition system to assist young people in acquiring the skills, abilities, and labor market information needed to make a smooth transition from school to career-oriented work or further education and training. A statewide school-to-work opportunities system is to have substantial impact on the preparation of youth for a first job in a high-skill, high-wage career environment, and to increase the opportunities for further education. This system is to support new and expanded ways of integrating work-based and school-based learning, integrating occupational and academic learning, and strengthening the linkages between secondary and postsecondary school.

The lessons learned in addressing the transition needs of students with disabilities provide insight and guidance to planners of school-to-work programs at state and local levels. Specifically, we know the following:

- Educational agencies alone cannot provide students with all of the experience, skills, knowledge, and behaviors that are required to make the successful transition to adult life including work and community living. Partnerships among schools, employers, and the community in general must be used to establish a variety of learning environments for all students to master the prerequisite competencies to become full participants in their communities.
- Students will best acquire the skills and behaviors required for the successful transition to adult life and employment through participation in real work and community settings under the direction and supervision of school staff and community and work-site mentors.
- Separate systems of education (e.g., special education) will not fulfill the promises of STWOA. Special education and regular education must become partners in developing and implementing school-to-work opportunity programs for all students. All segments of the education community, including special education, bilingual education, and vocational education, must share their unique expertise and talents in meeting the diverse needs of all students. We must leverage all that we know to meet the challenges of securing the futures of our students.

The goals of STWOA and the transition requirements of IDEA require high-quality, well-planned, work-based experiences for all students. CBVI provides one strategy for moving toward the implementation of systems that enable all students to successfully participate in postsecondary environments—including the workplace. CBVI can assist states and local communities in overcoming the barriers identified by GAO in the development of school-to-work programs—lack of awareness and negative perceptions of program quality. Students' awareness of business and the community at large can be greatly increased through the expansion of CBVI programs that involve community employers in career awareness, assessment, training, and cooperative vocational education. Because

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employers are involved in the development, implementation, and joint supervision of these programs with school personnel, they share the responsibility for program quality. The partnership between schools and business that is required by CBVT allows school-to-work programs to move toward the following quality indicators identified by GAO (1991):

- Schools and employers jointly agree on training plans for individual students. These plans detail both general employability and specific occupational skills that the student is expected to acquire through the work-based experience. School personnel work with the employer in developing and assessing skill acquisition.
- As an active partner in school-to-work programs, employers assist schools in identifying employer demands for competent workers and in designing school-based learning activities.
- Employers and schools work together to provide training in a variety of occupations and career paths.
- Training agreements are developed for each student, specifying the responsibilities of the student, the school, and the employer.
- Schools supervise all work-based learning experiences of students and provide necessary assistance and support to employers, as required.

As states and local education agencies prepare to implement meaningful school-to-work programs for all students, they may draw on the experiences of special education in implementing the transition service requirements of IDEA. The States Systems Change Projects on Transition and the National Transition Network, funded by OSERS, of the U.S. Department of Education, are a valuable resource for states designing and implementing school-to-work programs. A number of these systems change projects are currently working with their state School-to-Work Opportunities Planning Teams. The experience and information available through the Systems Change Projects is beneficial not only in providing services for students with disabilities, but in providing services for all students.

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Appendix A

U.S. Department of Labor and Education Guidelines for Implementing Community-Based Vocational Education Programs for Students with Disabilities

Statement of Principle

The U.S. Departments of Labor and Education are committed to the continued development and implementation of individual education programs, in accordance with the Individuals with Disabilities Education Act (IDEA), that will facilitate the transition of students with disabilities from school to employment within their communities. This transition must take place under conditions that will not jeopardize the protection afforded by the Fair Labor Standards Act to program participants, employees, employers, or programs providing rehabilitation services to individuals with disabilities.

Guidelines

Where ALL the following criteria are met, the U.S. Department of Labor will NOT assert an employment relationship for purposes of the Fair Labor Standards Act.

- Participants will be youth with physical and/or mental disabilities for whom competitive employment at or above the minimum wage level is not immediately obtainable and who, because of their disability, will need intensive, ongoing support to perform in a work setting.
- Participation will be for vocational exploration, assessment, or training in a community- based worksite under the general supervision of public school personnel.
- Community-based placements will be clearly defined components of individual education programs developed and designed for the benefit of each student. The statement of needed transition services established for the exploration, assessment, training, or cooperative vocational education components will be included in the students' Individualized Education Program (IEP).
- Information contained in a student's IEP will not have to be made available; however, documentation as to the student's enrollment in community-based placement program will be made available to the Departments of Labor and Education. The student and the parent or guardian of each student must be fully informed of the IEP and the community-based placement component and have indicated voluntary participation with the understanding participation in such a component does not entitle the student- participant to wages.
- The activities of the students at the community-based placement site do not result in an immediate advantage to the business. The Department of Labor will look at several factors.

There has been no displacement of employees, vacant positions have not been filled, employees have not been relieved of assigned duties, and the students are not performing services that, although not ordinarily performed by employees, clearly are of benefit to the business.

The students are under continued and direct supervision by either representatives of the school or by employees of the business.

Such placements are made according to the requirement of the student's IEP and do not meet the labor needs of the business.

The periods of time spent by the students at any one site or in any clearly distinguishable job classification are specifically limited by the IEP.

- While the existence of an employment relationship will not be determined exclusively on the basis of the number of hours, as a general rule, each component will not exceed the following limitation during any one school year:

  Vocational Exploration—
  5 hours per job experienced

  Vocational Assessment—
  90 hours per job experienced

  Vocational Training—
  120 hours per job experienced

- Students are not entitled to employment at the business at the conclusion of their IEP. However, once a student has become an employee, the student cannot be considered a trainee at that particular community-based placement unless in a clearly distinguishable occupation.

It is important to understand that an employment relationship will exist unless all the criteria described in this policy guidance are met. Should an employment relationship be determined to exist, participating businesses can be responsible for full compliance with FLSA, including the child labor provisions.

Businesses and school systems may at any time consider participants to be employees and may structure the program so that the participants are compensated in accordance with the requirements of the Fair Labor Standards Act. Whenever an employment relationship is established, the business may make use of the special minimum wage provisions provided pursuant to section 14(c) of the Act.

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Appendix B

National Transition Network · State Key Contact Listing

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NCRVE

National Center for Research in
Vocational Education

University of California, Berkeley

Office of Special Populations'

BRIEF

Volume 6, Number 2

B. VOCATIONAL ASSESSMENT PRACTICES: WHAT WORKS

by Richard C. Lombard

Successful school-to-work transition planning must be linked to good vocational assessment. The question is, what type of assessment provides the information needed to achieve these important outcomes? Formal psychometric approaches such as occupational interest inventories and vocational aptitude batteries are commonly used. But there are questions: Are these approaches appropriate for meeting the needs of students who are members of special populations and can they provide sufficient data to achieve the outcomes characterized in the Carl D. Perkins Vocational and Applied Technology Education Act of 1990? These questions were central to a statewide research study conducted in Wisconsin by Lombard, Larson, and Westphal (1993).

The researchers examined the type and extent of formal vocational assessments being conducted by educators within secondary schools in Wisconsin. They also investigated the degree to which school staff utilize assessment information to carry out activities associated with the Perkins Act of 1990. Consequently, they suggest the use of the MAGIC model as an alternative assessment approach for making curriculum or instructional modifications.

Vocational asessment instruments widely used

A survey of 70 secondary school programs that serve students who are members of special populations revealed that the majority of instructors in the study do administer formal vocational assessment instruments to students with special needs. Findings indicated that:

- 77% of the instructors assessed occupational interests,
- 63% assessed vocational aptitudes, and
- 59% administered learning style preference surveys.

Table 1 contains the top three instruments most frequently used to assess students' interests, aptitudes, and learning styles.

Table 1

Vocational Assessment Instruments Most Frequently Used

Assessment	Instruments Used
Occupational Interests	1. California Occupational Preference Survey (COPS) 2. Wisconsin Career Information System (WCIS) 3. Career Decision Maker (CDM)
Vocational Aptitudes	1. Armed Services Vocational Aptitude Battery (ASVAB) 2. Career Ability Placement Survey (CAPS) 3. Wisconsin Career Information System (WCIS)
Learning Styles	1. Learning Style Inventory 2. Center for Innovative Teaching Experiences (CITE) 3. Learning Styles and Strategies Inventory (LSSI)

University of Illinois at Urbana-Champaign College of Education December, 1994

The Career Occupational Preference Survey (COPS) and the Career Ability Placement Survey (CAPS) are widely used by personnel who work with students with special needs. Both instruments are components of the California Occupational Preference System that measures occupational and vocational aptitudes across 14 professional and skilled career clusters.

Counselors and educators who work with students with special needs believe that these students who exhibit interest and ability in a vocational technical or a school-to-work program are likely to be academically successful. Additionally, assessment of students' interests, abilities, and preferences is crucial to the placement of students with special needs in any secondary or postsecondary education program. Without the correct information, these students may be placed in programs which have little to do with their personal aspirations or employment/career goals.

Survey results show that a large number of school personnel who routinely conducted vocational assessments used the data for the following activities:

- individual education plan (IEP) development,
- placing students into programs, and
- formal transition planning.

However, they reported they did not find the information helpful in making curriculum or instructional modifications.

Alternative assessment approaches needed

The latter finding may be of particular importance for school personnel charged with conducting vocational assessment for students with special needs. It appears that data drawn from traditional interests, aptitudes, and learning styles instruments are considered to be appropriate for IEP goal development, program placement, and transition planning. However, to make appropriate curricular and instructional modifications within vocational technical programs, the researchers suggest the use of alternative assessment approaches such as the MAGIC model. This assessment model incorporates both formal and informal vocational assessment strategies (Lombard et al., 1993). It is designed to provide the information needed to increase access and successful completion of vocational technical programs for students who are members of special populations. The five essential steps of the model include:

Assist students in education planning

1. **Make a prediction.** School personnel encourage students to make tentative predictions regarding future vocational technical education programs of study by using information from the formal assessment. Educators assist students in examining the relationship between their interests and aptitudes to identify realistic program options.

Use curriculum-based vocational assessment

2. **Assess entry level skills and learner outcomes.** After appropriate vocational education courses of study have been predicted, school personnel employ curriculum-based vocational assessment (CBVA) strategies to determine the type of curricular and/or instructional modifications needed. Informal CBVA strategies provide answers to the following curricular questions:

    - What are the essential entry level academic, vocational, and social skills required?
    - What are the instructional preferences of the teachers?
    - What evaluation approaches are employed by the instructor?
    - What instructional and/or curricular modifications are needed?
    - What are the learner outcomes associated with the course of study?

Determine discrepant skills

3. **Guide Student Acquisition of Discrepant Skills.** Once formal and CBVA information have been collected, school personnel conduct a discrepancy analysis to determine which skills are required within a predicted course of study, and which skills the students already possess. The discrepant skills should then be defined as goals on IEP's and as a plan for students to acquire these skills prior to entering the predicted course of study.

Utilize generalization strategies

4. **Instruct Student on Generalization Strategies.** There is evidence that many students with special learning needs have difficulty transferring skills from one environment to another (Ellis, Lenz, & Sabornie, 1987). School personnel assist students in acquiring independent behaviors that promote skill generalization. Generalization strategies that educators can use with students include the following:

   - teacher modeling followed by student simulations,
   - use of verbal rehearsal techniques,
   - use of visual rehearsal techniques,
   - orientation of students to settings where newly acquired skills can transfer, and
   - application of newly acquired skills in multiple school and community settings.

Monitor students' progress

5. **Coordinate Maintenance Checks Following Program Placement.** Following placement into vocational or tech prep courses, school personnel must monitor the student's progress toward exit level competencies. By evaluating student performance, school staff determine if additional curriculum and/or instructional modifications are required.

Five Steps of the MAGIC Model

1. Make a prediction.
2. Assess entry level skills and learner outcomes.
3. Guide student acquisition of discrepant skills.
4. Instruct student on generalization strategies.
5. Coordinate maintenance checks following program placement.

Ensuring equal access to vocational technical courses of study for students who are members of special populations is only one of the issues related to meaningful vocational assessment approaches. Educators need to share the responsibility for implementing curriculum-based assessment methods in order to provide meaningful curriculum and instructional modifications. These modifications can increase the chances for students with special needs to complete their chosen courses of study and subsequently enter the world of work with the skills and motivation needed to be successful.

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Lombard, R. C., Larson, K. A., & Westphal, S. E. (1993). Validation of vocational assessment services for special populations in tech-prep. A model for trans[illegible]ing the Perkins assurances into practice. *The Journal for Vocational and Special Needs Education*, 16(1), 14-22.

M Make a Prediction for Student's Future

Gather informal student data
- Needs
- Preferences
- Interests

Gather formal student data
- Occupational Interest
- Vocational Aptitude
- Academic Skills
- Learning Style

Map Vocational Congruence

A Assess Entry Level Skills

Implement CBVA

Conduct Tech Prep Program Inventory
- Entry Level Skills
- Applied Academics
- Vocational Competencies

Determine Learner Outcomes

G Guide Skill Acquisition to Skill Mastery

Coordinate Discrepancy Analysis

Identify Goals and Objectives
- Prioritize Needs

Instructional Support
- Direct
- Indirect

I Instruct for Generalization

Skill Rehearsal

Orientation to Applied Setting

Activate Skills in Multiple Settings

C Conduct Maintenance Checks

On-going Assessment
- Monitor Student Performance

Modifications
- Curricular
- Instructional

Evaluations
- Student
- Program

Richard Lombard (1994)
University of Wisconsin - Whitewater

C. STRATEGIES FOR INCLUDING STUDENTS WITH DISABILITIES AS SCHOOL TO WORK TRANSITION SYSTEMS ARE DEVELOPED

By Ann Kellogg, Transition Consultant, DPI

I. Transition Service Requirements for Youth with Disabilities

The Department of Public Instruction's vision for the transition of students with disabilities, as embraced in Wisconsin's federal transition project (Wisconsin's Design for Transition Success), is that they will exit secondary education to live, work, recreate, and pursue lifelong education and training in the community alongside their non-disabled peers. This vision of outcome oriented education embodies the transition mandates of the Individuals with Disabilities Education Act (IDEA, 1990) and is based upon transition service needs as evidenced in The National Longitudinal Transition Study of Special Education Students. (Wagner, 1992)

Special education has a twenty one year history in Wisconsin and has been providing a variety of transition services to most students with disabilities during those years. The field of special education, therefore, has broad experience and effective practices to share with general and vocational education professionals as Wisconsin's school to work transition initiatives are developed. In addition, since 1990, IDEA has mandated transition services for students with **all disabilities at least by age 16 within the IEP process**. The principles of transition for all students are universal. However, at this time transition services are required only for students with disabilities and many of the programs and services necessary to improve the school to work outcomes for all students are not in place.

The students with disabilities specified in Wisconsin's handicapped law (Subchapter V of Chapter 115, Wis. Stats.) and the Individuals with Disabilities Education Act (IDEA) are "any person under the age of 21 years ... with the following conditions ... (who) may require educational services to supplement or replace regular education:

1. Orthopedic impairment
2. Cognitive disability or other developmental disability,
3. Hearing handicap,
4. Visual handicap,
5. Speech or language handicap,
6. Emotional disturbance,
7. Other health impairment,
8. Learning disability,
9. Autism,
10. Traumatic brain injury."

IDEA requires that individualized education programs (IEPs) include:

> a statement of the needed transition services for students beginning no later than age 16 and annually thereafter (and, when determined appropriate for the individual, beginning at age 14 or younger), including, when appropriate, a statement of the interagency responsibilities or linkages (or both) before the student leaves the school setting, ... In the case where a participating agency, other than the educational agency, fails to provide agreed upon services, the educational agency shall reconvene the IEP team to identify alternative strategies to meet the transition objectives. (20 U.S.C. 1401(a)(20))

IDEA defines transition services as:

> a coordinated set of activities for a student, designed within an outcome-oriented process, which promotes movement from school to post-school activities, including post-secondary education, vocational training, integrated employment (including supported employment), continuing and adult education, adult services, independent living, or community participation. The coordinated set of activities shall be based upon the individual student's needs, taking into account the student's preferences and interests, and shall include instruction, community experiences, the development of employment and other post-school adult living objectives, and, when appropriate, acquisition of daily living skills and functional vocational evaluation.
> (20 U.S.C. 1401(a)(19))

II. Common Transition Service Components

The definition of transition outcomes included in IDEA is much broader than "school to work" transition but as schools and communities develop their transition services/systems, they would be wise to consider IDEA's perspective. In essence, students will not be successful in "work," if they lack adequate secondary education preparing them for "post-school activities, including post-secondary education, vocational training, integrated employment, continuing and adult education, adult services, independent living, and community participation." IDEA assumes that we do not prepare students to be contributing citizens through osmosis, but rather by providing: direct secondary (if not K-12) **'instruction on transition principles, guided community experiences, employment and other post-school adult living skills instruction, and, when appropriate, daily living skills instruction and functional vocational evaluation.'**

IDEA requires a sharing of transition programming responsibilities among all programs and services within the school and community. This principle of shared ownership recognizes differing professionals' expertise and mutual and concurrent multi-agency responsibilities being necessary for successful transitions.

IDEA's transition regulations meld perfectly with the school to work principles embodied in

Wisconsin's "Education for Employment" guidelines (Poole, 1988) and our "Developmental Guidance Model" (Wilson, 1986). Using the concepts in these three documents as a model for transition service/system development, we recommend the following activities be conducted and components be developed to coordinate the school restructuring efforts which are at the crux of the school to work initiatives.

1. **Mandatory Inservice Training** - Districts will need to provide training opportunities to all staff which apprise them of the transition services and their respective roles in the system. This is best accomplished through participation with other agencies' training programs, or by presentations to school staff from professionals from community agencies and employers in the community.

2. **District Policy Revision and Development** - In order to effect multi-disciplinary participation in transition initiatives (restructuring, K-12 Career Development, applied academics, work-based instruction, Tech Prep, Youth Apprenticeship, etc.) it is necessary to develop administrative level internal interdepartmental policies which define the processes, allocate staff, and commit to services. Policy issues which must be addressed are: changing staff roles; adherence to IDEA transition mandates; multi-agency involvement in student program planning/work-study contracts/WTCS contracts; flexible scheduling; community based instruction/work-study; accommodations/related services; graduation standards/credits/grading; parent training and counseling; applied academics; funding mechanisms; interagency committees' roles, composition, establishment.

3. **Develop Local Interagency and Employer Agreements** - Multi-agency collaboration, services and employer participation is essential in providing a school to work transition system. Interagency and employer agreements are the best mechanism to insure systemic change and follow-through on service commitments. The following are suggestions for specific content of agreements:

   - Role of local agency staff in providing transition services
   - Agency services for students still in school
   - Agency eligibility qualifications for services
   - Process for contacting agency, referring students
   - Funding issues, contracting
   - Confidentiality protections
   - Workers Compensation Insurance, Liability
   - Supervision
   - Transportation
   - Hours and wages for employment
   - Staff Qualifications
   - Role of school in the Individualized Written Rehabilitation Program, Individual Service Plan, Individual Treatment Plan development

- Qualification process for special minimum wage
- Age limitations
- Social Security Administration involvement
- Post-secondary education services for students: application procedures, entrance tests, adaptations, financial planning assistance, recruitment of EEN students.
- Commitment to support services
- Process for students taking university/WTCS courses while still in high school (Post-Secondary Options)
- Process for EEN students becoming youth apprentices
- Application of the American's with Disabilities Act requirements to EEN students' programs, work-study, community involvement
- Transition process for EEN students in Corrections, Child Caring Institutions, hospitals - to and from community
- Job Training Partnership Act programs relationship to schools
- Process for student follow-up, and transition services evaluation
- Job finding, job placement, job counseling responsibilities
- Vocational assessment, training

4. **Curriculum Development and Revised Teaching Methods** - Districts need to improve their K-12 Developmental Guidance and Education for Employment Programs to insure students receive relevant career and vocational education to prepare them, not only for their choosing realistic career goals, but also for demonstrating self sufficiency and adult responsibility after high school. Additionally, all courses should be taught with applied/functional strategies "that enable students to see the relationship between course content and the future." In order to accomplish these activities, academic and vocational teachers must be provided training, materials and planning time to integrate curriculum and instruction. (Bottoms, 1993; and GOALS 2000 - Educate America Act)

   Current high school course content is seriously lacking in functional instruction that all students need to become contributing members of society. The following topics should be considered for infusion into existing courses/programs or be developed as part of the "scope and sequence" of the Education for Employment curriculum.

   - Financial Management
   - Communication
   - Problem Solving
   - Transportation, Mobility
   - Self-advocacy/exercising civil rights
   - Personal/Family Relationships
   - Work-study
   - Youth Apprenticeships
   - Apartment/House Management Experiences (Maintenance,

Financial, Domestic, Personal Skills)
- Volunteer Experiences - Youth Service
- Child Care
- Student Vocational Organizations
- JTPA Programs
- District Co-op Programs
- Junior Achievement
- Entrepreneurial Model
- Parenting
- Community Resource Utilization
- Citizenship - Awareness, Participation
- Self Care - Hygiene
- Mental health

Guidance and career services are being severely diluted as school counselors are expected to undertake a myriad of responsibilities that do not always relate to counseling and career development. Schools need to reinstitute the career development functions of the counselor as described in Wisconsin's Developmental Guidance model (Wilson, 1986) which should include:

- Involving business/industry members in school to work activities
- Developing career curriculum
- Organizing career days with community representatives
- Training staff on conflict resolution and communication skills
- Coordinating community resources related to vocations and education (college, WTCS, proprietary schools)
- Providing mentorships
- Establishing a job placement office: job finding, job sharing, job creating, job matching, job counseling
- Coordinating peer tutoring
- Coordinating job shadowing, on-site visits, career exploration
- Set up College and Technical School Experiences
- Coordinate Adult Service Agency Experiences
- Coordinate Volunteer Experiences - Youth Service
- Assist setting up Supported Job - Special minimum Wage (Approval through the Department of Industry Labor and Human Relations and U.S. Department of Labor)
- Assist employers to obtain Targeted Jobs Tax Credit

5. **Parent Participation and Leadership** - Parents are the strongest allies for school change and can effect substantial improvements when made active members of school/community councils/boards (Education for Employment Council, Tech Prep Council, PIC Planning Council, Special Education Advisory Committee, Transition Team, etc.) They are also essential participants in

planning their individual child's post-secondary transition and should be constantly informed by teachers and counselors, of their child's progress, needs and future plans.

6. **Conducting and Using Reliable and Valid Student Assessment -** All curricular planning for students must be predicated upon ongoing student assessment; not to exclude them from desired programs, but to match them to appropriate programs and services necessary for them to overcome barriers and become successful. The guidance counselor plays the pivotal role in maintaining student assessment data and planning students' programs based on it. Student assessment should include:

   - previous grades/transcript
   - standardized achievement tests
   - competency based tests
   - functional vocational assessment
   - vocational preference tests
   - IEP evaluation results
   - college/WTCS entrance tests
   - curriculum based tests

   The assessment data should provide information about the student's transition preferences, functional academic and vocational skills mastered, vocational experiences, behavior, learning style, need for assistive devices, initiative, communication needs, physical and mental endurance, medical status, transportation needs, and specific methods of training and instruction needed. If the existing test data do not yield this information, additional assessment should be prescribed by the counselor in order to plan a relevant high school curriculum for the student.

   The assessment data is then utilized by the counselor to measure student progress, appropriateness of program, need for modifications in program to enhance student success; communicated to students and their parents to assist them to understand the student's strengths, limitations, the job market, and make career decisions; discussed with instructors, employers, college/vocational school counselors, and community service staff to provide necessary supports and adaptations for successful vocational/educational experiences and transitions.

   The students' program plan should be developed at the beginning of Freshman year by the counselor, parent, student and appropriate teacher; cover the next four year's of coursework and experiences; take into account the student's preferences and interests; indicate the opportunities available in vocational education, placement services, employment, and vocational and employment services. The district should also provide supplementary vocational services to all students with disabilities including modification in curriculum, equipment, classrooms, support personnel, and instructional aides and devices. (The Carl Perkins Vocational and Applied Technology Education Act, 1990)

7. **Community Needs Assessment and Student Follow-Up** - All community agencies related to transition services, and post secondary education and training institutions should collaborate with schools to develop a multi-agency system to identify and evaluate local transition resources and constraints: current high school vocational programs/services, postsecondary training opportunities, employment opportunities, support services and agencies (PIC, Job Corps, DVR, Human Services, Supported Employment, transportation, Job Service, etc). The multi-agency team should then develop a community plan to enhance successful transition services/systems and develop resources or actions to address transition voids. (Gavin et. al., 1993)

   In order to determine the effectiveness of transition programs and services, and make changes when necessary, schools and agencies must agree to collaborate and share information on the vocational outcomes of students after they have transitioned from the school to community. The gathering and sharing of these data serve; to hold all services and programs responsible; to evaluate the effectiveness of existing programs; to document the need for budget changes; to make realistic transition decisions with students and clients; to document the need for system change or strengthening. (Gavin et al, 1993)

III. Strategies for Including Students with Disabilities in All School to Work Initiatives

A. Individual Perspective

At the heart of the state and federal commitment and mandate to provide all students with disabilities a "free and appropriate public education" is the Individualized Education Program (IEP). It is this document and its team development process that determines all the **adaptations and modifications to general education,** amount and type of specialized services, programs, assistive devices, unique methods and materials, and instructional environment to which a student with disabilities has a **right** in order to receive an appropriate education. The presumption of our special education laws are that all students with disabilities are **entitled** to all the general education programs and services and, **in addition**, unique services necessary for them to receive an appropriate education. "Special classes, separate schooling or other removal of children with disabilities from the regular educational environment (can) occur only when the nature or severity of the disability is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily." (34 CFR 300.550)

It is not widely understood that the program and services defined in a student's IEP take precedence over general education practices and policies. As the U.S. Department of Education's Office of Special Education Programs policy letter states, "If modifications to the regular education program (in other words, supplementary aids and services) are necessary to ensure a child's participation in that program, then such modifications must be described in the child's IEP and must be provided to the child...Under (IDEA), a school board has no authority to unilaterally change any statement of special education or related services contained in an IEP... the school district is obligated to implement the IEP requirements, regardless of the school board's objections."

Therefore, from an individual perspective, **the primary strategy to "include students with disabilities in all school to work initiatives" as they are being developed in communities, is for districts to insure the IEPs address how individual students will be provided those programs and services.** While this statement may sound rather idealistic, Wisconsin's school systems have recently been monitored for compliance with IDEA by the U.S. Office of Special Education Programs and found to be deficient in several aspects of IEP development and implementation which will need to be corrected: lack of attention to transition requirements; inadequate and inappropriate IEP content; absence of administrator/administrative representative at IEP meeting; insufficient justification to remove students from general education; absence of plans for extended school year; absence of specific amount of regular education, special education and related services.

B. System Perspective

- **Policy Development**

From the system perspective, much needs to be accomplished to insure a place for students with disabilities in school to work initiatives. Most urgently, districts must develop policies to insure that IEPs address and implement appropriate transition services for all students with disabilities at least by age 16. Districts have been notified by DPI that the following transition policies must be adopted:

1. "IEPs will include specific special education and related services to be provided to the child and include, where appropriate, specially designed art, music, industrial arts, consumer and homemaking education, vocational education, assistive technology and nonacademic and extracurricular activities that may include counseling, transportation, health services, recreational activities, and physical education.

2. The IEP will include a statement of transition services for each child 16 years or older which includes the provision for instruction, community experiences, development of employment objectives, and post school living objectives and, if appropriate, acquisition of daily living skills and functional vocation evaluation.

3. The district will ensure a variety of educational programs, non-academic and extracurricular service and activities will be provided in a manner to afford handicapped children an equal opportunity for participation...with nondisabled children...to the maximum extent appropriate to the needs of that child." (Pawlisch, 1994)

In addition, districts need to revise existing policies and develop new ones that facilitate both the transition service requirements of IDEA and P.I. 11, Wisconsin Administrative Code, and the inclusion of students with disabilities in all school to work initiatives:

1. Requiring inservice of all staff

2. Promoting the preeminence of the IEP

3. Requiring multi-disciplinary and multi-agency staff IEP participation

4. Establishing flexible schedules

5. Insuring accommodations are made when necessary for students with disabilities in Tech Prep Programs, Youth Apprenticeship Programs, WTCS coursework (16+), CO-OP programs, Work-Study programs

6. Defining/insuring Related and Special Education Services are provided and included in the IEP - transportation, aides, assistive tech, rehab. counseling, O.T., speech pathology, audiology, psychological services, P.T., recreation, assessment of disabilities, counseling, medical services for diagnosis, school health services, social work services in school, parent counseling and training

7. Changing staff roles/position descriptions

8. Insuring community based/integrated experiences, work sites

9. Insuring high school diplomas upon IEP completion, insuring grading schemes per specifications in IEPs, awarding credits per IEP specifications, insuring adaptive coursework articulates with the WTCS and IHEs

10. Removing the barriers of exclusionary eligibility criteria for participation in school to work programs which would serve to prevent youth with disabilities from participating in the programs such as: grade point averages, attendance record, number of accumulated credits, scores on standardized tests, completion of non-relevant prerequisite courses, availability of transportation, personal insurance, etc.

11. Providing parent counseling & training capacity

13. Authenticating applied academics, outcome based curriculum

14. Establishing third party funding mechanisms for related services

15. Establishing procedure for interagency linkages, participation in the IEP and responsibilities listed in IEPs

- **Redesigning Staff Roles**

1. Assignment of special education administration to transition related councils/committees to advocate for students with disabilities - Tech Prep Councils, PIC Planning Councils, Education For Employment Council, Youth Apprenticeship Committees, County Board committees

2. Assignments to IEP/IWRP meetings

3. Establishing flexible hours

4. Assignments for community based instruction

5. Authorizing staff responsibilities for establishing vocational training sites and matching students to appropriate sites

6. Enabling joint planning time for all staff

7. Enforcing IEP-designed adaptations in the general education program

- **Promoting Relevant Applied Curriculum/Training and Functional Assessment**

1. Authorizing curriculum revision planning

2. Authorizing staff training on effective methodology - applied vs. theoretical, real settings, behavior management plans, functional vs. standardized testing, etc.

3. Authorizing purchases of state of the art materials, equipment

4. Insuring curriculum is based on IEPs and their documentation of student needs through functional assessment

5. Insure IEPs for ALL students in transition include the following content:

    - Age appropriate social skills - communication

- Problem solving/decision making/self-advocacy skills
- Applied academics at the level of the individual student
- Community experiences in: Leisure/recreation, human services, employment, mobility/transportation, medical services
- Integrated employment objectives: career awareness, career exploration, vocational assessment, vocational education, work/study-training
- Understanding/Exercising rights under IDEA, ADA, SSA, DDA, Rehab. Act
- Post-school adult living objectives: Housekeeping, daily living skills, money management, health/hygiene, clothing, meal planning/purchasing, sex education, child rearing, citizenship
- Valid evaluation methods, criteria, schedules and results

- **Multi-disciplinary Participation in Current School to Work Programs, Program Development and School to Work Advisory Groups**

"As Wisconsin develops program delivery approaches under the School-to-Work umbrella, special populations support staff must be encouraged to "bring their expertise to the table." Special needs staff have a long history of making sound educational decision for students who learn differently or with difficulty. Other educators do not have to reinvent the many effective wheels that special populations support staff have already demonstrated to be effective. Specific areas in which special needs staff can make a strong, positive impact on (school to work initiatives) include the following:...leadership and partnership development,...curriculum and staff development,...guidance and counseling,...evaluation....If fully engaged, (special needs staff) will enhance the scope and quality of proposals for Tech Prep funding, other Perkins Act funds, School-To-Work (Opportunity Act) grants, and Goals 2000: (Educate America Act) funding...Local decision makers should use this valuable resource to the fullest." (Wacker, 1994)

Within **Wisconsin's Compulsory School Attendance Law (118.15)** are program options for all students which may be very appropriate as transition services for some students with disabilities as determined by the IEP committee. Among those options are:

1. Upon the child's request of the school board and with written approval of the parent, any child who is 16 years of age or over **and a child at risk** (which many students with EEN are) may attend full or part-time a program at the Wisconsin Technical College System (WTCS) district which leads to high school graduation. The WTCS must admit the child and offer day classes to meet the district's graduation requirements. ss.118.15(1)(b)

2. Students aged 16 and over or the students' parents may request of the school board, in writing, a school work training or work study program which leads to high school graduation. ss.118.15(1)(d)2

Wisconsin's **Education for Employment Standard** is much broader than just work experience and provides an excellent vehicle to coordinate transition services for students with disabilities. Under the legislation, each school district is required to establish an Education for Employment Council, the composition of which must be at least 50% business and industry representatives in the community. This council assists the district by: gathering economic and labor market data from which to develop appropriate vocational curriculum; suggesting improvements to curriculum; participating in the provision of work experiences for students; establishing vocational goals and objectives based on local employment data; and conducting student follow up studies. This council is a natural mechanism from which to build the interagency transition linkages required in IDEA as well as to introduce the new employment of people with disabilities requirements of the Americans with Disabilities Act.

The Education for Employment program plan which each district develops must include a K-12 career education program; career exploration, planning and decision making opportunities; school supervised work experiences; contemporary vocational education programs; business and economic curriculum; and practical application of basic skills. In order for students with disabilities to make realistic career choices, express their preferences and be prepared for post-secondary education, adult living and employment as required in transition legislation, they need to be included in the Education for Employment program according to the IEP committee's individually tailored program.

The **Youth Apprenticeship Program** (ss. 101.265) of 1991 functions with a partnership among the Department of Industry, Labor and Human Relations (DILHR), the Department of Public Instruction and the Wisconsin Technical College System Board. It is important to make these programs accessible to students with disabilities as prescribed in their IEPs. Employers and DILHR need information on the Americans with Disabilities Act and IDEA to understand the preeminent role the IEP has in program placement for students with disabilities.

Wisconsin's **Technical Preparation Program** mandate (ss. 188.34) requires high schools to establish a technical preparation program in cooperation with the local WTCS district which consists of a sequence of courses designed to allow high school pupils to gain advanced standing in the WTCS's associate degree program upon graduation from high school. Special educators should be participating on the local Tech Prep Councils and implementation teams to insure that EEN students are included in the program and to assist in policy development which addresses how IEPs can "articulate" Tech Prep program modifications for EEN students.

The **Federal Job Training Partnership Act** funds local school consortia projects (and local Private Industry Councils) on a competitive basis which target "at risk" students, students with disabilities, low income and minority students. The emphasis of the projects must be to keep youth in school while learning work maturity skills, basic education skills, and job specific skills. Each student served in a JTPA program must have a "written employment/education development plan" the content of which is determined by the local Private Industry Council's work competency plans. These plans are required by federal law and every district is encouraged to participate in the comprehensive PIC planning process which sets local training priorities. For those students with disabilities, the IEP may be used to develop the student's written employment/education development plan which contains many of the components of transition service requirements. For those students with disabilities receiving JTPA services, the JTPA teacher should be participating on the IEP committee and contributing to the employment goals and objectives of the program.

Wisconsin has had school to county boards "interagency linkage" legislation since 1984, which, when appropriately and consistently administered, meets several of the transition requirements of IDEA.

> **School board referrals**. Annually, on or before August 15, each school board shall report to the appropriate boards established under ss. 51.42 and 51.437 the names of children who reside in the school district, are at least 16 years of age, are not expected to be enrolled in an educational program two years from the date of the report and may require services described under s. 51.42 or 51.437(1)(c). ss. 155.85(4)

This legislation applies to **all** students who may require the services of the county mental health board, developmental disabilities board and/or drug and alcohol services, not just to students with severe cognitive disabilities as has tended to be the case in the past. This linkage, when routinely administered, should serve to provide county agencies with advance notice of pending service and resource needs which could be built into budgets, as well as to initiate joint planning with adult service staff prior to a student's exit from the school system. However, school district staff need to recognize that all referrals will not result in services being allocated since eligibility for services is divergent and unique to the legislation under which each agency operates.

The Carl Perkins Vocational and Applied Technology Education Act corresponds closely with the principles embedded in IDEA regarding transition planning and emphasizes vocational education improvement for special populations, primarily people with disabilities. For all programs funded with Carl Perkins money, equal access must be provided for students with disabilities and other special populations in the areas of recruitment, enrollment, and placement. Information indicating the opportunities available in vocational education, placement services, employment, and vocational and employment services must be provided to K-12 students and parents by school districts. Districts must also provide trained counselors for students with disabilities to assist the students in career planning and vocational programming, and in planning the transition from school to work. In addition, districts must assess their programs and their students completion of vocational programs in integrated settings, and they must ensure that supplementary services are made available to all handicapped students including modification in curriculum, equipment, classrooms, support personnel, and instructional aides and devices.

The **Americans with Disabilities Act of 1990** insures that people with disabilities, including students, have equal access to employment, transportation, public accommodations, and telecommunications. In order to provide that access, reasonable accommodations must be made in employment; new public transit vehicles must be accessible or paratransit service provided; auxiliary aids and services must be provided by businesses and public services to enable a person with a disability to use and enjoy the goods and services available to the public; and telephone companies must offer telecommunications devices for the deaf or similar devices 24 hours a day. All students with disabilities should be instructed in the principles of this law, how it applies to them and how they can invoke it when necessary.

The **Rehabilitation Act of 1973** was reauthorized in 1992 and contains strong protection, in section 504 of its implementing regulations, against discrimination on the basis of handicap in employment, accessibility, preschool, elementary and secondary education, postsecondary education, and health, welfare and social services. In addition, vocational rehabilitation agencies are required to provide services to eligible individuals with no age exclusions. The amendments adopted IDEAs definition of transition verbatim and require DVR to establish policies and methods to facilitate the transition from school to the rehabilitation service system. Implicit in the vocational rehabilitation regulations are transition activities which correspond with IDEA requirements and state:

> When services are being provided to a handicapped individual who is also eligible for services under the Education for Handicapped Children Act (now IDEA), the individualized written rehabilitation program is prepared in coordination with the appropriate education agency and includes a summary of relevant elements of the individualized education program for the individual. (34 CFR 361.41 (c))

Similar to the appeal rights students and parents have under IDEA, the Rehabilitation Act requires that each state have an advocacy program for people seeking or receiving Vocational Rehabilitation services. In Wisconsin, that program is the Client Assistance Program (CAP) which can be reached at (608) 267-7422, TDD - (608) 267-2082, and 1-800-362-1290.

The **Higher Education Act** now has significant elements which financially as well as programmatically assist students with disabilities. Within the new legislation are provisions for institutions of higher education to apply for grants to develop: partnerships with secondary education, outreach services to students with disabilities, specialized staff training, data bases for disabled services, community services for students with disabilities, and early counseling for students with disabilities. Federal financial aid programs can now recognize past and current expenses of a disability when awarding financial assistance.

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D. Monitoring the Provision of Vocational Education for Individuals Who are Members of Special Populations ...Item I.E.7. of FY '95 Application Guidelines

	KEY QUESTIONS	ON-SITE RECORD(S)
1.	Has/have the participating district(s) identified students who are members of special populations?	• Special populations report/list • Definitions (Perkins Vocational Act of 1990)
2.	Are students who are members of special populations provided with assistance to enter vocational educational programs?	• Admissions policy/procedure for special populations • List of strategies used to assist
3.	Has each student enrolled in a Vocational Education program who is a member of a special population received an assessment of his/her interests, abilities and special needs with respect to their potential for success fully completing the Vocational Education program?	• Assessment process which measures occupational interests, aptitudes, abilities, special services needed, and provides attainable vocational goals and objectives
4.	Are the vocational assessment results used to formulate a realistic vocational education plan for each student who is a member of a special population?	• Copy of plan (IEP or IVEP etc.)
5.	a. Are special services designed to meet the needs identified through the student assessment process being provided? b. Do these services include strategies such as resource personnel, counseling services, supplemental staff, DVI, resource materials, basic skills instruction, equipment, equipment modification, curriculum modification, instructional aides and devices, etc.	•☐ Yes ☐ No ☐Partial • List of services and strategies
6.	Are guidance, counseling, and career development activities conducted by professionally trained counselors who are associated with the provision of special of special services?	• Description of the way(s) guidance counselors work with students who are members of special populations
7.	Is the district providing appropriate services or activities for students who are members of special populations?	• Daily schedule of special needs personnel • Advisory committee records • In service policies • Record of in service
8.	Are counseling and instructional services and activities designed to facilitate the transition from school to post-school employment and career opportunities provided?	• Transition plan

9.	Does the transition plan include pre-employment skills training, placement services for entry into the labor market, and guidance services to facilitate the transition to further training?	• Transition plan
10.	Are relevant training and vocational activities furnished to young men and women who desire to enter occupations that are not traditionally associated with their gender?	• Enrollment of students in non-traditional programs and a list or description of activities and services provided to them

PROVISIONS FOR MEMBERS OF SPECIAL POPULATIONS (EQUAL ACCESS)

11.	Does the eligible recipient provide equal access to students who are members of special populations in recruitment and placement?	• Recruitment materials and activities • Placement comparison
12.	Is emphasis placed on members of special populations successfully completing the vocational program in the most integrated setting possible?	• ☐ Yes ☐ No ☐ Partial
13.	Are students who are members of special populations provided equal access to the full range of vocational education programs, services, or activities including occupational specific courses of study, cooperative education, apprenticeship programs, and to the extent practicable, comprehensive guidance and counseling services?	• Enrollment comparison by program • Records of participation • Guidance assignments
14.	Are individuals discriminated against on the basis of their status as members of special populations?	• Disclaimer statement on literature produced for distribution.

PROVISIONS FOR INDIVIDUALS WITH DISABILITIES

15.	Are vocational education programs, services and activities provided in the least restrictive environment in accordance with P.L. 101-476, Individuals with Disabilities Education Act, and whenever appropriate, included as a component of the individualized education program (IEP).	• Enrollment comparison • Copy of IEP
16.	With respect to individuals with disabilities, is assistance provided in fulfilling the transition service requirements of P.L. 101-476, Individuals With Disabilities Education Act?	• Transition plan

17.	Is a representative for Vocational Education included in the Individual Education Program (IEP) process where appropriate to ensure that, if necessary, vocational education is a component of the Individualized Education Plan (IEP) and is monitored and coordinated among appropriate representatives of vocational education, special education, and state vocational rehabilitation agencies?	• Copy of IEP with appropriate signatures • Written description of monitoring process
18.	Is information provided no later than the beginning of the ninth grade year to students who are members of special populations and their parents concerning: • Opportunities available in vocational education • Eligibility requirements for enrollment • Specific courses/programs available • Employment opportunities • Placement rates •Special services available such as guidance and placement services?	• Written description of district process • Copy of mailer • List of offerings • Written description of prerequisites • Other appropriate descriptions
19.	Is information provided upon request concerning admission to vocational education programs and when appropriate, assistance given in the preparation of admissions applications?	• Copy of information • Written description of admissions assistance procedure
20.	Is the information provided, to the extent practicable, in a language and form that the parents and students understand.	•Examples of special provisions

PARTICIPATION

21.	Are special population students, parents, teachers, and area residents concerned with equitable participation in vocational education able to directly participate in local decisions that influence the character of programs under this Act affecting their interests?	•Written description of processes used to provide opportunities to participate
22.	Are the annual program evaluations (review) required by this act being conducted with the full and informed participation of representatives who are members of special populations to identify and adopt strategies to overcome any barriers which are resulting in lower rates of access to vocational education programs or success in such programs for individuals who are members of special populations; and evaluate the progress of individuals who are members of special populations in vocational education programs assisted under this Act?	•Written description of processes used • List of who the representatives of special populations were • Written evaluation (review) findings highlighting those pertaining to special populations

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E.

Support Services Department
Services and Accommodations Provided for Students Who Qualify

Possible Services

Academic/Vocational Counseling
Registration Assistance
Advocacy/Liaison With Faculty
School Visits/Shadowing
Support Group
Classroom Modification
Curriculum Modification

Possible Accommodations

Learning Difficulty:	**Accommodations:**
Difficulty reading textbooks: Decoding or reading speed	**Techniques:** Flash cards Vocabulary notebook Taped texts Reader service Disclose discomfort with reading out loud
Difficulty with reading: Comprehension Word meanings Organizing material Analyzing material	**Techniques:** Highlight key points in texts and notes Vocabulary notebook Flash cards Reading/study skills class Text outlines/notes Study groups Taped texts Tutoring
Difficulty with lectures: Hearing correctly Writing legibly Remembering material	**Techniques:** Sit in front of classroom Share or copy notes Tape lectures Study groups Tutoring
Difficulty taking exams: Reading or understanding questions Writing under pressure Organizing thoughts Grammar, punctuation, spelling Distractable	**Alternative exams:** Taped exams Exams read Extended time Word processing Editing Unpressured/alternate room
Difficulty studying: Scheduling study time Completing assignments Planning for longer assignments/projects Attending class	**Techniques:** Time management class or work sheet Regular appointments in learning center Calendar to plan semester or term Daily/weekly study plan Get syllabus/assignments before class begins Study guides Ask for repetition of directions
Difficulty with writing: Spelling Sentence structure Paragraph writing Word processing Proofing and editing	**Techniques:** Spell checker Word processor Editing/proofing help Dictate written work Alternative assignments Notetaker Taped lectures

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Vocational Studies Center
UW-Madison

EDUCATIONAL ACCOMMODATIONS

Are you willing to make the following accommodations for learning disabled students in your classroom?

	YES	NO
Instructional Accommodations		
1. Allow the student to tape-record classroom lectures.	___	___
2. Provide the student with copies of instructor's lecture notes after they attend the lecture.	___	___
Assignment Accommodations		
3. Extend deadlines for completion of class projects, papers, etc.	___	___
4. Allow the student to complete alternative assignments.	___	___
5. Allow the student to do an extra credit assignment when this option is not available to other students.	___	___
6. Provide the student with a detailed syllabus to give ample time to complete reading and writing assignments.	___	___
7. Allow the student to give oral presentation or tape-record assignments rather than complete written projects.	___	___
Examination Accommodations		
8. Allow the student to take an alternative form of your exams. (For example, some students have trouble taking tests using computer-scored answer sheets. Others might do better on multiple choice tests than essay tests.)	___	___
9. Allow a proctor to rephrase test questions that are not clear to the student. (For example, a double negative may need to be clarified.)	___	___
10. Allow the student extra time to complete tests.	___	___
11. Allow the student to dictate answers to a proctor.	___	___
12. Allow the student to respond orally to essay questions.	___	___
13. Analyze the process as well as the final solution. (For example, giving the student partial credit if the correct mathematical computation was used although the final answer was wrong.)	___	___
14. Allow the student to use calculators during tests.	___	___
15. Allow misspellings, incorrect punctuation, and poor grammar, without penalizing the student.	___	___
Special Assistance		
16. Allow the use of proofreaders to assist in the correction of grammar and punctuation.	___	___
17. Allow the use of proofreaders to assist in the reconstruction of the student's first draft of a written assignment.	___	___
18. Allow the use of a proofreader to assist the student in the substitution of higher level vocabulary for the original wording.	___	___

Adapted from: Faculty Willingness to Accommodate Students with Learning Disabilities: A Comparison among Academic Divisions, Journal of Learning Disabilities, Vol. 23, No. 3, March 1990.

F. WISCONSIN IS MAKING PROGRESS IN NON TRADITIONAL ENROLLMENT IN SECONDARY VOCATIONAL EDUCATION

One of the major goals of vocational education is to eventually eliminate what are now referred to as non traditional occupations or training. Non traditional occupations or training programs are those in which less that 25% of one gender is actively participating in that career or training program. Historically, for example, the skilled trades (plumbing, carpentry, electrical work, metal working) have been non traditional for women while some of the health and education occupations (nursing, medical assisting, child care working, elementary school teaching) have been non traditional for men.

The Wisconsin Department of Public Instruction has been monitoring enrollment in vocational education instructional programs since fiscal year 1984. We now have ten years of data and are pleased to see a slow, but quite steady progress toward meeting and exceeding that 25% standard. Overall state enrollment in secondary vocational education has gone from a 32% male and 68% female pattern in 1984 to a 48% male and 52% female pattern in 1994. While that does not reflect disparities in some of the specific vocational education disciplines, it certainly indicates a more even split overall between genders.

Agriculture education has gone from a 12% enrollment of young women in 1984 to 31% enrollment in 1994. **Technology education** has progressed from 7% enrollment of young women in 1984 to a 16% enrollment in 1994. Agriculture and technology education have traditionally been the most male dominated of the disciplines, and therefore, these changes are very encouraging. Business education and health occupation, which began as female dominated areas now reflect changes. **Business education** had a 7% male participation in 1984 and has a 37% participation rate in 1994. Male enrollment in **health occupations** has gone from a 7% rate in 1984 to a 20% rate in 1994.

Wage Earning Home Economics enrollment has been less consistent over the years. It has gone from a 19% male enrollment in 1984 to a 22% male rate in 1994, but some of the years in between have reflected a male enrollment rate as high as 30%. **Consumer Home Economics**, on the other hand, has been fairly steady in growing from a male participation rate of 24% in 1984 to a 36% rate in 1994. **Marketing education** has consistently been above the 25% standard and has never been considered non traditional for either gender. The charts included in this report reflect enrollment patterns for the past ten years in each of the vocational education disciplines and also provide a profile of overall enrollment in vocational education.

There are several reasons we can account for these changes and they will be described in more detail. Each of the discipline areas has concentrated on looking closely at its own field and making changes where indicated. The Carl Perkins Sex Equity Set Aside funding has been used to target non traditional occupations, and a group of equity "experts" have been trained to work with local school districts, particularly in addressing issues of non traditional enrollment. In addition, the economic realities of the workplace are beginning to impact families and to make an impression on young people. It is increasingly evident that both partners in a relationship will be working and will be working for a significant number of years. Also, an increased level of income is needed to support families and provide the basic necessities of survival. Also, slowly there is a cultural change occurring within American society. No longer is it as commonly accepted that there are "male jobs" and "female jobs". As this cultural change continues slowly and subtly, we are beginning to see it reflected in vocational enrollment patterns.

Efforts by the Vocational Education Disciplines:

Within the past ten years, each of the vocational education disciplines has focused on major curricular revisions, on looking at the environmental changes needed within their classrooms, and on staff development efforts to prepare teachers within their disciplines for working in a gender fair environment.

Kevin Keith, agriculture education consultant stated: "Agriculture education has steadily increased in both the number and percentage of women enrollees since 1969, and it has seen many changes during this period of time. While production agriculture is still served by the 256 programs of agriculture education across the state, all programs have a broad array of offerings from horticulture and aquaculture, to processing, distribution, marketing and technical support services. Natural resources and the environment is another focus of agriculture education programs.

Wisconsin agricultural education is proud to have one of the largest numbers and percentages of female agriculture instructors in the nation as well. While we still have some way to go to reach true equity statistically, agricultural education programs and leadership will continue to strive to serve all populations and prepare them for the broad fields and careers in agricultural and natural resources , and openly seek any input which will move the program in that direction."

Both technology education and family and consumer education (formerly home economics) have redirected their curriculum focus in the past ten years. Technology education has gone from a "shop" type of approach to a curriculum based upon a systems model which shows the relationship of inputs, processes, and outputs. It is focused on four thematic areas of communication, construction, manufacturing, and transportation. In addition, many technology education programs have taken a close look at the attitudes of students and staff toward having young women in the classroom, on the physical location and appearance of the classroom environment, and on training counselors to understand the curricular changes that have occurred.

Family and consumer education has refocused and redirected a more traditional approach to home economics into one which is family focused and which emphasizes the development of critical thinking skills among students. The intent is to empower family members to deal with those perennial problem areas which each family needs to address.

Carl Perkins Sex Equity Funding Support:

The Carl D. Perkins Vocational Education Act of 1984 and its successor, the Carl D. Perkins Vocational and Applied Technology Education Act of 1990 have included a set aside for sex equity programs. This set aside is intended to eliminate sex bias and sex stereotyping in secondary and post secondary vocational education by enabling all students to explore career and training options, particularly those non traditional for their genders.

The Wisconsin Department of Public Instruction has chosen to use a majority of the sex equity funding to support the Wisconsin Vocational Equity Leadership Cadre. The cadre is now in its eighth year of operation and it is composed of 3-5 members per CESA (Cooperative Educational Service Agency) who receive 7-8 days of training on equity issues throughout the year. Cadre members are then expected to work with local school districts in providing staff development training, technical assistance, and support as the districts examine and address equity issues related particularly to vocational education. One of the major areas of focus is that of career awareness. Non traditional careers are explored and emphasized, particularly for young women since they are often higher skill, higher wage occupations which will enable women to support themselves and their families more readily.

One of the requirement of a local district or consortium's receiving Carl Perkins funding is that each local district accessing funding has a local district equity plan on file with the Department of Public Instruction. The process of developing that plan has been coordinated and supported by members of the cadre. They have used the Wisconsin Model for Sex Equity in Career and Vocational Education as a basis for examining current district attitudes and beliefs about sex equity, the environment within the district, and the areas of most immediate concern. This model includes surveys for students (grades 2,4,6,8,10, and 12) and staff, and the results of those surveys often are quite startling for district administrators.

Changing the culture with the school and the community:

Addressing the issue of the cultural climate within a school and also within the larger context of the community requires an examination of all aspects of that school and community climate. To encourage and promote a non- gender biased enrollment in vocational career choices and in vocational education training programs, there needs to be a review and examination of that cultural climate in light of the following potential sources of bias:

- *The general focus of the course/program curriculum* -
  Is the curriculum one which has broad appeal and relevancy to students of color and of both genders or does it reflect long held stereotypes and traditional views of "appropriate" roles?

- *Texts and instructional materials* -
  Do the students see themselves and their experiences in the materials used within the classroom setting, in displays and on bulletin boards and posters or do those materials reflect just one particular racial/ethnic group, ability level, or gender?

- *Behaviors of school personnel* -
  Do the personnel within a school and within the school district "talk the talk" and "walk the walk" of equity in their interactions with students?

- *Guidance and counseling practices and procedures* -
  Do the staff members advising students on potential course selections and career preparation unintentionally foster traditional sex role stereotyping by their comments and/or reactions to student selections or do they encourage exploration of a wide variety of career options?

- *Classroom interactions* -
  Are all staff members aware of the importance of being trained to recognize the types of interactions which occur in the classroom (between teacher and student and student to student) which may reinforce sex role bias and stereotyping or which may support the continuation of long held racial biases?

- *General "equity climate" of the school environment* -
  Is the climate within the school one which welcomes and celebrates diversity or is it one which has a chilling effect on students and the differences between them?

- *Segregated classes and groupings* -
  Even though illegal, do districts allow segregated classes and groupings to continue to occur, thus setting up an adversarial relationship between groups?

- *Vocational Education and its history of sex role stereotyping* -
  Historically, vocational education has been a major contributor to fostering occupational roles, particularly, defined by gender. Is this allowed to continue within the program areas or are specific, focused efforts made to negate the prior sex role stereotyping?

- *Physical education and athletics and sex segregation which has occurred in the past* -
  Are classes separated by gender allowed to continue? Is one gender's sports and/or athletic program given preference over another (this is illegal)?

- *Extracurricular activities and events* -
  Are all students encouraged to explore interests and talents in a variety of extracurricular activities and events, or is there a hidden message within the school environment that certain activities are for only one particular group of students?

- *Sex stereotyped roles held by adults within the school environment* -
  Are all the administrators of one gender and the support staff of another? Are all bus drivers male and cafeteria/kitchen workers female? Do students have an opportunity to see and interact with adults of color and of both genders in a variety of roles?

- *Lack of a variety of sex role modeling in occupations and activities by adult members of the community* -
  When guest speakers, panel members, visitors, etc. from the community are brought in to the school, do they show students

the vast array of occupational/career choices all individuals have and do at least some of them model non traditional career options?

- *Condition and location of classrooms -*
  Is the condition of classrooms at the very least neutral, and at the best, are they inviting, orderly, comfortable areas in which to learn? Is the access to these classrooms through safe, well lighted hallways? Can students and staff feel physically safe traveling to these areas?

- *An harassment free environment -*
  Is the entire community committed to providing an educational environment for **all** their students that is free of sexual and racial harassment as well as other forms of harassment? Is there ongoing professional and student training on the issues related to harassment as well as to bias, stereotyping and discrimination? Are school policies on harassment and discrimination published, uniformly followed and enforced?

- *Emphasis on career exploration and information from pre Kindergarten through adult learning -*
  The reality of encouraging students to consider a broad range of occupational and career options is that they need to have that information on career options at a very early age. The information then needs to become more sophisticated and more complex as the students progress through the educational system. Adults also need current, updated career information as well.

We are very fortunate in Wisconsin to have a very strong Pupil Non Discrimination statute (s. 118.13, Wis. Statutes) which protects students from discrimination on the basis of 13 protected categories. It behooves district personnel, students, and community members to become very familiar with that law in order to ensure that students are provided an equitable educational experience both inside and outside the walls of the school buildings.

School districts may find that change comes very slowly and in very small increments. This will be a very long, slow process to eventually eliminate non traditional careers, and it's important to face that reality immediately. The data used in this report is for ten years, and there is still much more to be accomplished. The ultimate benefit for students is well worth the effort, however.

- For information on the changes within the specific vocational education disciplines, please contact the appropriate consultants at the Department of Public Instruction. For information on the Equity Cadre or on the Wisconsin Model for Sex Equity in Career and Vocational Education, please contact Barbara L. Schuler at the Department.

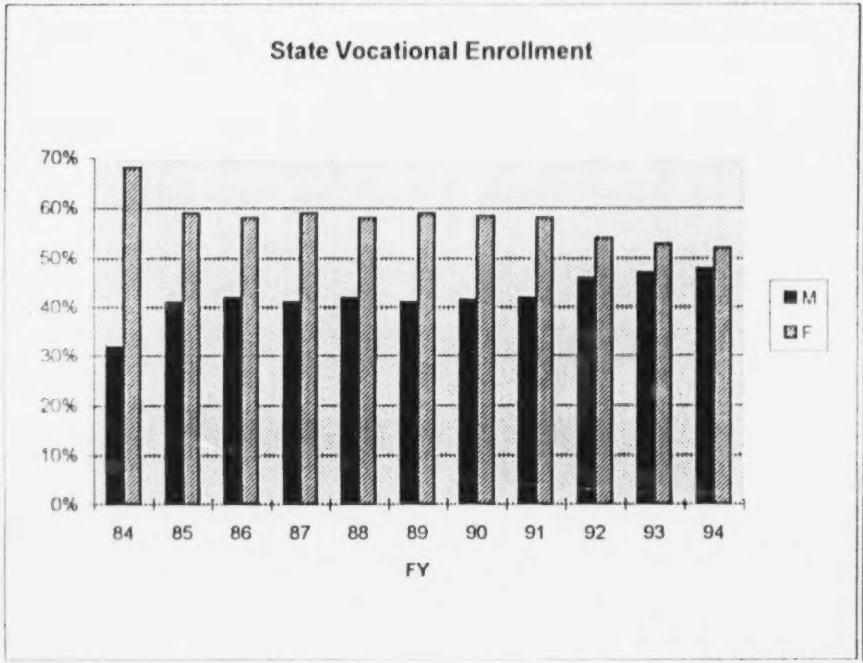
DPI - ISIS - 3/95

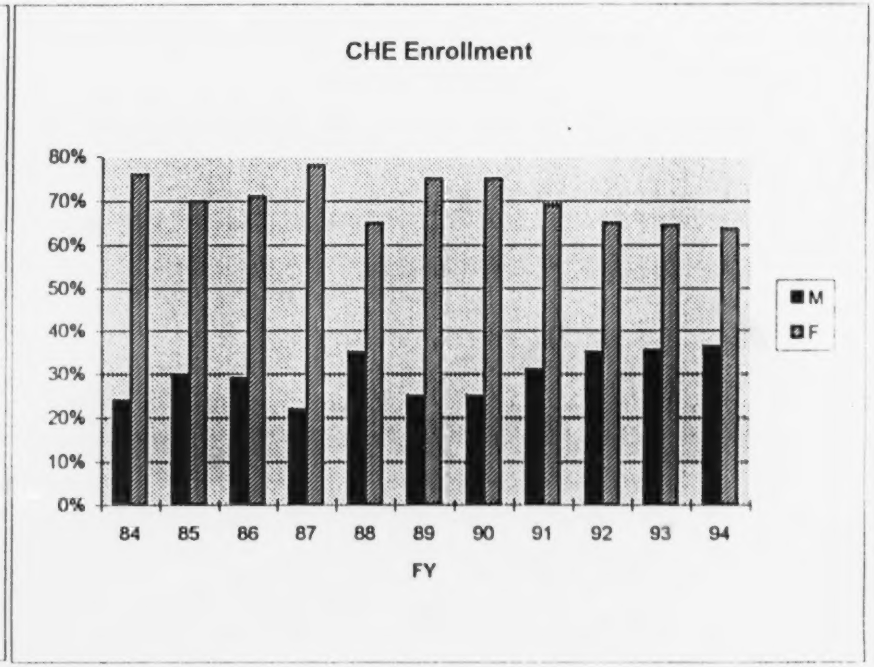
VE Gender Rates by Program Area For FY 84-94

Fiscal Year	84		85		86		87		88		89	
Instructional Program Area	**M**	**F**	**M**	**F**	**M**	**F**	**M**	**F**	**M**	**F**	**M**	**F**
Agriculture	88%	12%	86%	14%	84%	16%	84%	16%	82%	18%	81%	19%
Business Education	7%	93%	13%	87%	10%	90%	10%	90%	13%	87%	15%	85%
Marketing	47%	53%	35%	65%	36%	64%	38%	62%	37%	63%	40%	60%
Health Occupations	7%	93%	8%	92%	9%	91%	8%	92%	13%	87%	15%	85%
Wage Earning Home Economics	19%	81%	30%	70%	32%	68%	25%	75%	30%	70%	28%	72%
Technology Education	93%	7%	94%	6%	94%	6%	94%	6%	93%	7%	93%	7%
Consumer Home Economics	**24%**	**76%**	**30%**	**70%**	**29%**	**71%**	**22%**	**78%**	**35%**	**65%**	**25%**	**75%**
State Total	**32%**	**68%**	**41%**	**59%**	**42%**	**58%**	**41%**	**59%**	**42%**	**58%**	**41%**	**59%**

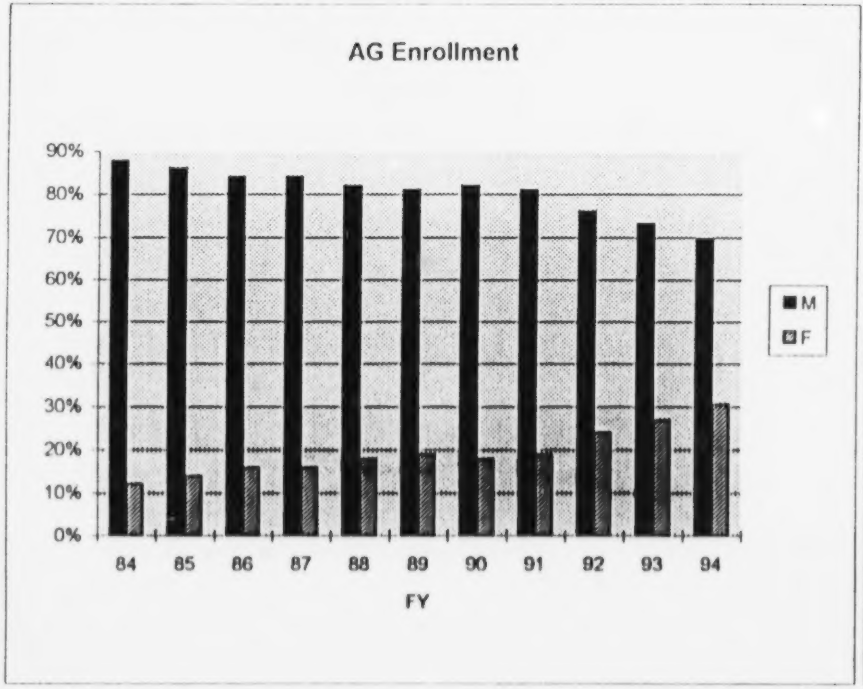
Fiscal Year	90		91		92		93		94	
Instructional Program Area	**M**	**F**	**M**	**F**	**M**	**F**	**M**	**F**	**M**	**F**
Agriculture	82%	18%	81%	19%	76%	24%	73%	27%	69%	31%
Business Education	17%	83%	18%	82%	36%	64%	36%	64%	37%	63%
Marketing	41%	59%	40%	60%	42%	58%	43%	57%	45%	55%
Health Occupations	15%	85%	14%	86%	14%	86%	18%	82%	20%	80%
Wage Earning Home Economics	30%	70%	30%	70%	21%	79%	21%	79%	22%	78%
Technology Education	92%	8%	93%	7%	86%	14%	86%	14%	84%	16%
Consumer Home Economics	**25%**	**75%**	**31%**	**69%**	**35%**	**65%**	**36%**	**64%**	**36%**	**64%**
State Total	**42%**	**58%**	**42%**	**58%**	**46%**	**54%**	**47%**	**53%**	**48%**	**52%**

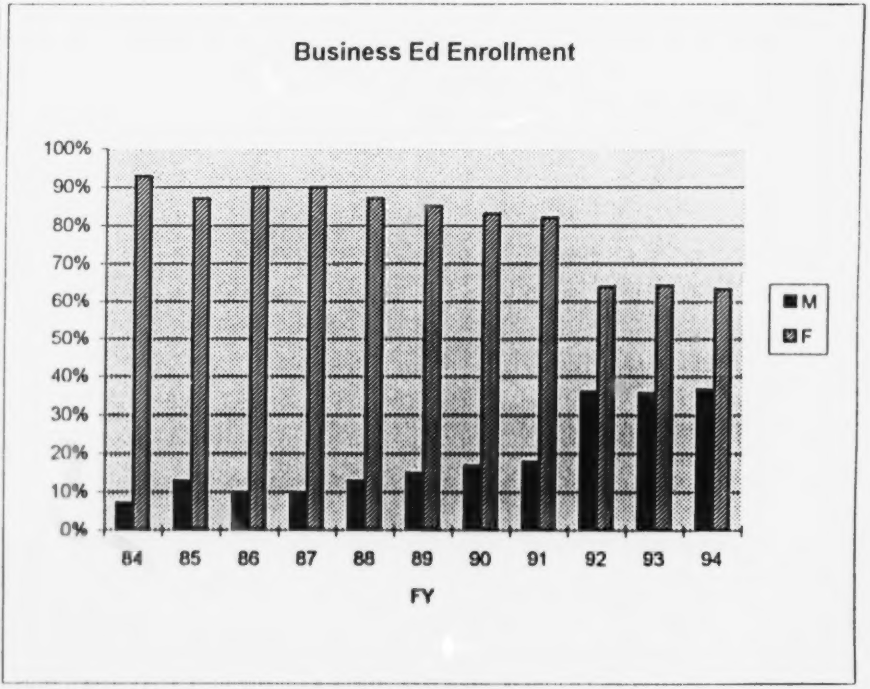
VE Gender Rates by Program Area For FY 84-94



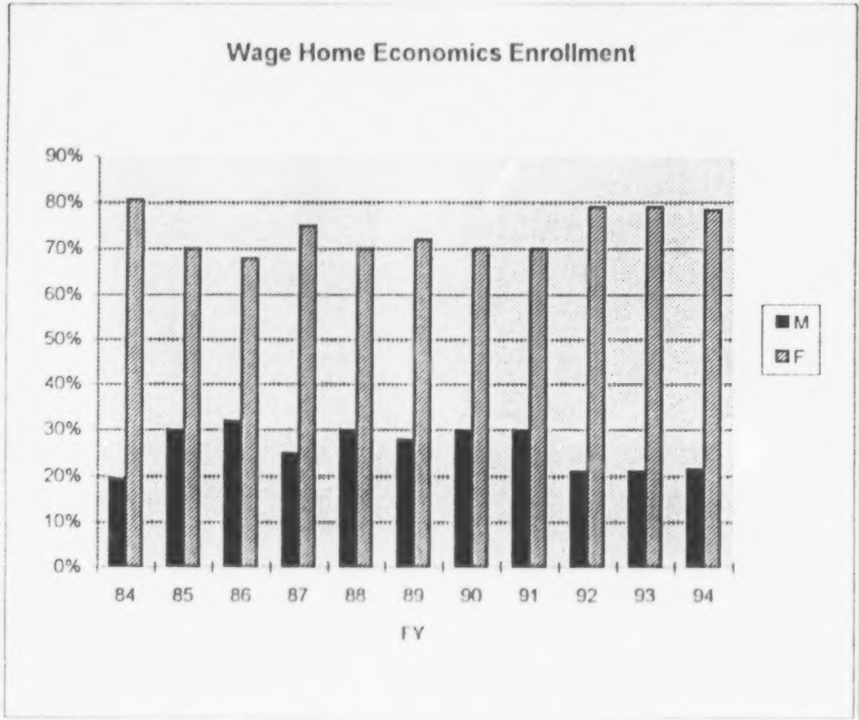


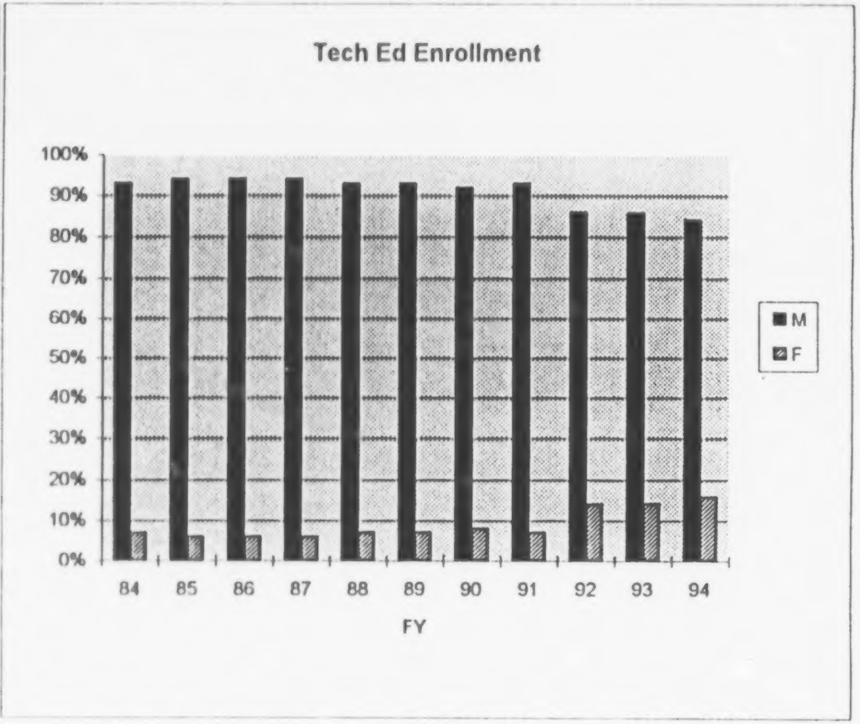
VE Gender Rates by Program Area For FY 84-94


AG Enrollment

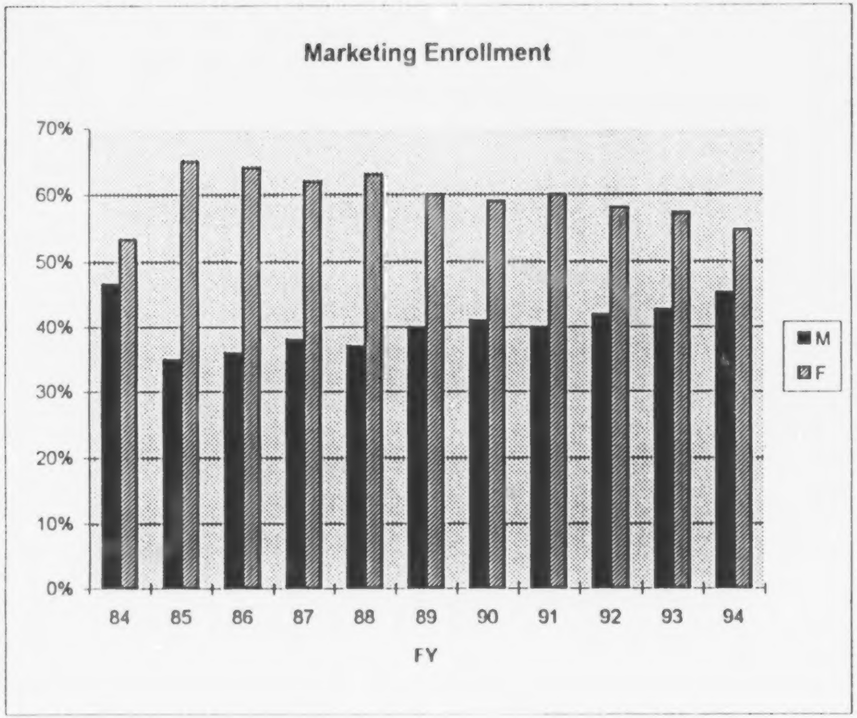

Business Ed Enrollment

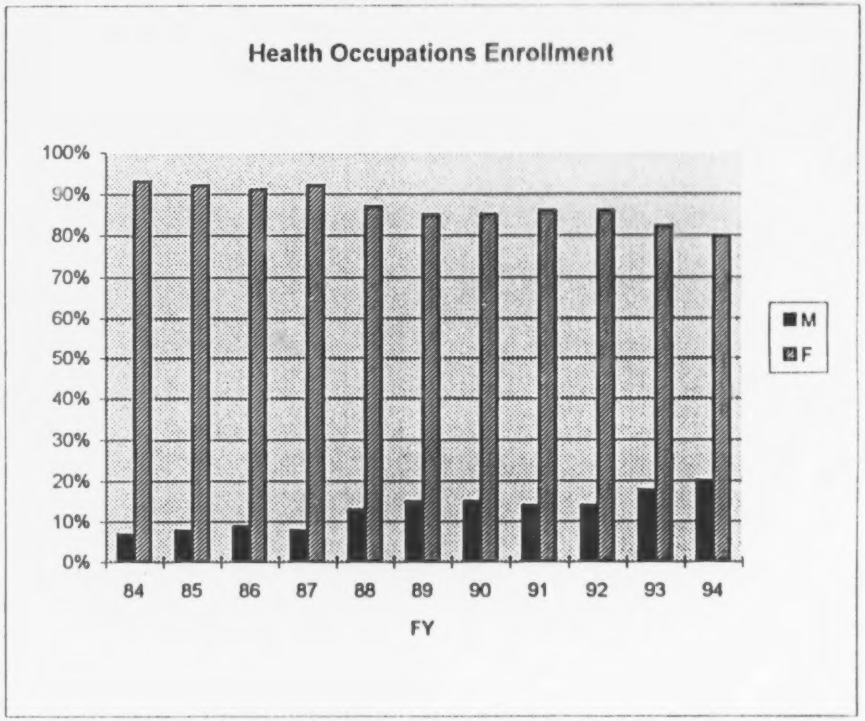
VE Gender Rates by Program Area For FY 84-94


Wage Home Economics Enrollment

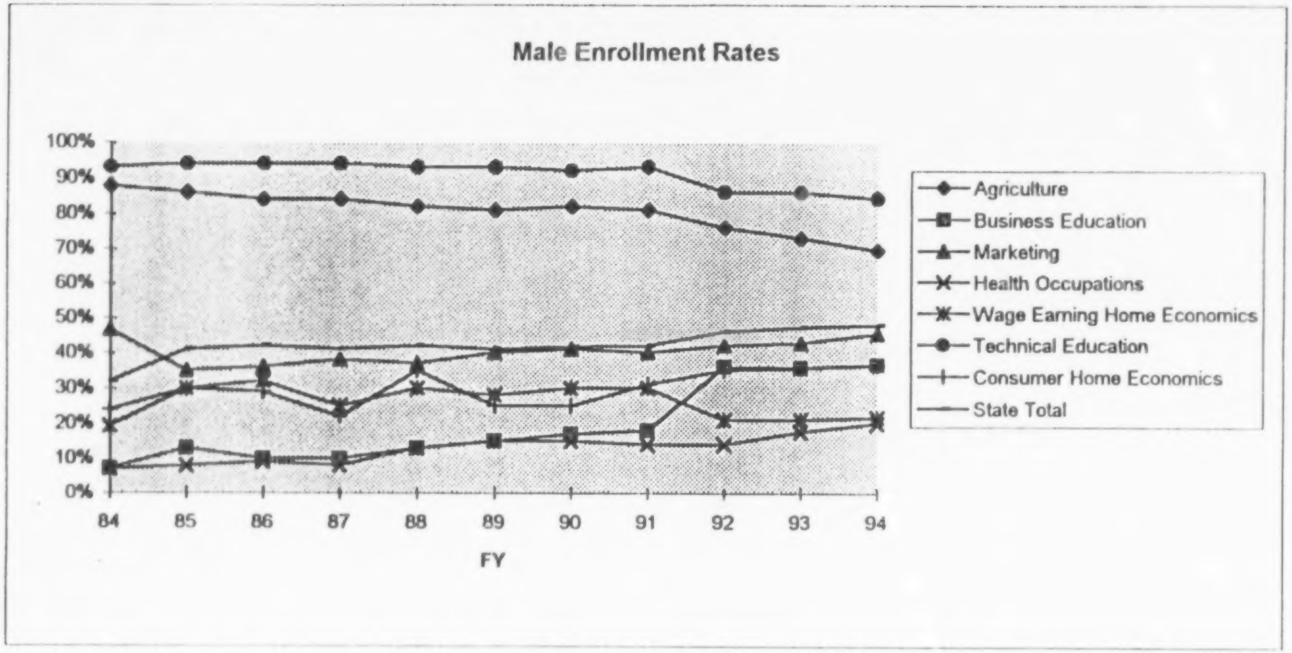

Tech Ed Enrollment

VE Gender Rates by Program Area For FY 84-94

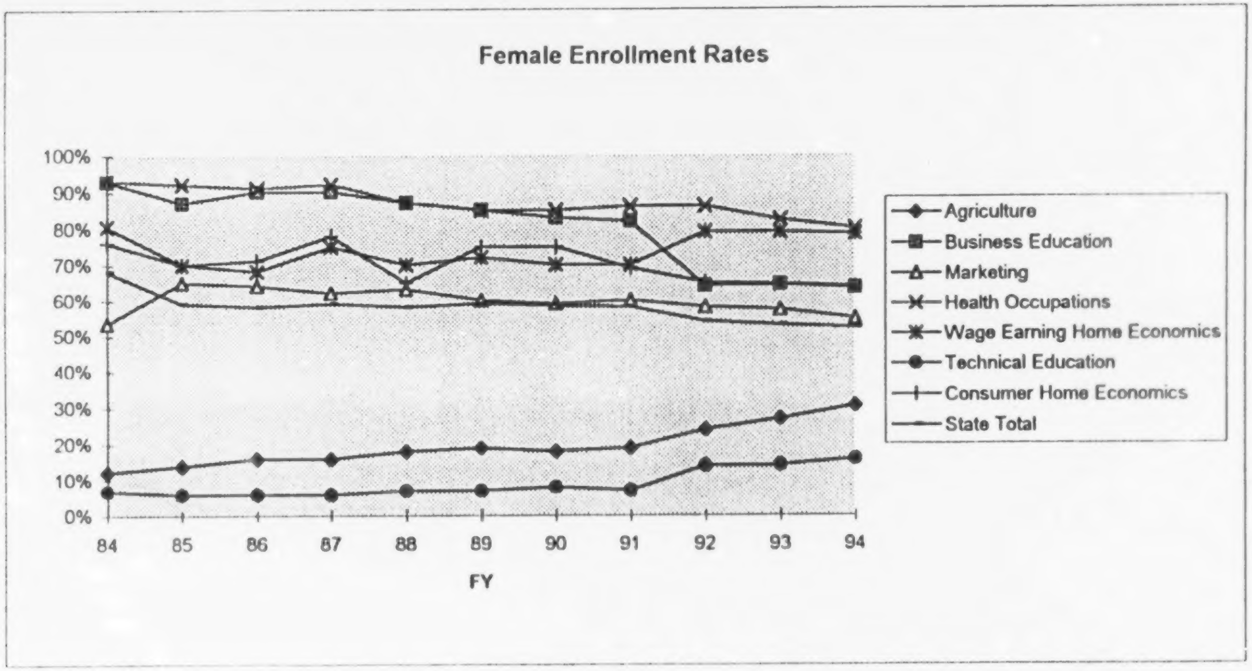

Marketing Enrollment


Health Occupations Enrollment

VE Gender Rates by Program Area For FY 84-94



VE Gender Rates by Pr[illegible]m Area For FY 84-94



G. GENDER EQUITY IN SCHOOL-TO-WORK

Gender equity in School-to-Work activities allows for students to choose educational programs without any constraints based upon their gender. Gender equity activities include providing information and access to programs considered "nontraditional" according to gender, and to ensure that nontraditional students are permitted to fully participate and benefit from these nontraditional programs. "Nontraditional" refers to any program that has enrollments less than 25% for a gender. Within vocational programming, Business, Home Economics, and Health divisions have historically been nontraditional for males, and Industrial, Technical, and Agri-business divisions have historically been nontraditional for females.

A 1993 study by Wider Opportunities for Women found that School-to-Work demonstration projects showed a high degree of sex segregation in enrollment patterns. Most of the females were participating in Allied Health, Office Technology and Clerical programs, while most males attended programs in Electronics, Metal-working, and Automation.

In order to counteract the effects of sex-role stereotyping in career selection, positive steps must be taken to provide students with a full spectrum of career choices, including nontraditional careers.

Strategies for increasing nontraditional enrollments include:

- providing students of both sexes with information about traditional and nontraditional occupations by means of videos, posters, informational interviews, and counselor contacts
- providing nontraditional ***role models*** through the use of guest speakers, nontraditional career fairs, and field trips to local businesses where nontraditional workers are employed
- ensuring classroom climates free of harassment
- revision of course names and descriptions to ensure that they do not encourage sex stereotyping
- instructor and counselor support and encouragement for students who are considering nontraditional programs

Your school districts or local CESA's have members on the **WISCONSIN VOCATIONAL GENDER EQUITY CADRE**. These individuals can provide additional information about increasing equitable participation in programs. Many school districts or CESA's have mini-grants specifically designed for increasing nontraditional enrollments. **PLEASE REFER TO THE "1994-95 WISCONSIN VOCATIONAL EQUITY CADRE MEMBERS" LIST INCLUDED IN THIS MANUAL FOR INDIVIDUALS TO CONTACT REGARDING GENDER EQUITY ISSUES.**

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National Center for Research in Vocational Education
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University of California at Berkeley

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Number 6 / August 1994

H. EQUITY AND EXCELLENCE IN SCHOOL-TO-WORK TRANSITIONS OF SPECIAL POPULATIONS

It has been a decade since *A Nation at Risk* defined the problem of American schooling as a fall from grace. The Secretary of Education's blue ribbon commission, reporting that three out of four U.S. students left school unprepared to meet the basic problem-solving demands of college or work, drew a stunning conclusion: "If an unfriendly foreign power had attempted to impose on America the mediocre educational performance that exists today, we might well have viewed it as an act of war" (National Commission on Excellence, 1983). Since then, the nation has embarked on a mission to improve schooling so that by the year 2000 the U.S. will be first internationally in science and mathematics achievement, and all students will be prepared for productive employment in our modern economy.

This commitment to excellence in education overlays a national commitment to equality of educational opportunity that began in 1954 when the Supreme Court ruled that segregated schooling was a denial of educational opportunity for African-American students. In 1975, Congress broadened the principle of equal educational opportunity; Public Law 94-142 guarantees a free and appropriate public education for all children with disabilities, permitting children never before served in the public schools to receive their instructional experiences there.

In the 1980s The William T. Grant Foundation Commission on Work, Family and Citizenship called attention to the inequities experienced by yet another student group—non-college bound youth who planned to work toward the American Dream but found, instead, low-paying, dead-end jobs. While paths from school to college and beyond are clearly marked, comparable routes for the non-college bound are dimly lit and poorly paved. A Government Accounting Office study found that Federal aid to students and to schools averaged $15,200 a year for college graduates and only $1,460 for young people who do not go to college (Manegold, 1994). A decline in career-building work opportunities has made the school-to-work transition even more difficult for these students.

The Clinton administration's School-to-Work Opportunity Bill addresses some of these inequities through a community-based youth apprenticeship model that will be accessible to all students—college-bound, work-bound, those with disabilities, and those without disabilities. Moreover, it emphasizes training on the job through mentoring by employers at work sites. If passed, the Bill will give priority to the needs of student populations neglected by previous school reforms.

This paper identifies criteria for developing school-to-work transitions to insure that all students, including those with disabilities, will be included in these efforts and will experience success as a result of this inclusion. Perhaps these criteria will help us understand how equity and excellence can coexist in the vital transition zone where youth prepare for adult opportunity.

Bailey and Merritt's (1993) *Centerfocus* on "Youth Apprenticeship: Lessons from the U.S. Experience" identified four basic components of the new youth apprenticeship model: (1) it is designed to be an integral part of the basic education of a broad cross-section of students, (2) it integrates academic and vocational instruction, (3) it combines classroom and on-the-job instruction, and (4) it culminates in recognized and accepted credentials. I argue that these components, with modification and expansion, should be central elements of school-to-work transitions for students with disabilities.

Criteria to Achieve Both Equity and Excellence

The criteria I propose for guiding the development of school-to-work transition programs that are both equitable and excellent are as follows.

1. *Access to All*. School-to-work apprenticeships should be accessible to all youth 16 years and older, regardless of goals for college or non-college opportunity and presence or absence of conditions of disability.

2. *Individualization*. School-to-work apprenticeships should be individualized according to the needs, interests, and abilities of each student.

3. *Generic Problem-Solving*. Instructional content in school-to-work apprenticeships should prepare all students to meet the generic problem-solving demands of college or work.

4. *Community Settings*. A combination of classroom, community, and work environments will work best to produce high school graduates who are more mature, more responsible, and better motivated.

5. *Guaranteed Benefits*. Successful completion of school-to-work apprenticeships should lead to:

a. recognized and accepted credentials authorizing entry into career opportunities or postsecondary education programs;

b. placement or acceptance in postsecondary vocational and educational programs;

c. placement in competitive or supported employment; and

d. participation in continuing and adult education, adult services, and independent living in community settings.

Criterion 1: Access to All

One of the values driving interest in school-to-work transitions is equality of opportunity, which translates into equality of *access to adult opportunity*. The William T. Grant Foundation Commission recommendations are consistent with this principle. It would eliminate barriers preventing students with disabilities from full participation in community life through (1) aggressive enforcement of state and Federal legislation guaranteeing their civil rights; (2) incentives for employers to hire students with disabilities, restructuring their benefits packages, increasing support for independent living programs; and (3) inclusion of youth with disabilities in community service and youth organizations.

These efforts have substantial implications for existing school and commu-

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nity programs serving school-to-work populations because students with disabilities have not received the full range of services they need. Data from a national longitudinal study of special education students revealed that only half of all students leaving special education programs had taken an occupationally specific course in their most recent year in secondary school. Moreover, there was substantial variation in vocational participation rates by handicapping condition, with rates for students with multiple handicaps at 26 percent, with learning disabilities at 53 percent, and for students who were deaf at 69 percent (D'Amico, 1991).

Other studies point to similar deficiencies in vocational preparation of youth with disabilities. Benz and Halpern (1993), for example, found that "parents and teachers rated the majority of students with disabilities as performing insufficiently when the comparison was an external criterion. According to parents, even the best performing students with disabilities failed to perform as well as the comparison group of students without disabilities. According to teachers, over half of all students with disabilities required at least moderate assistance to perform 9 of the 16 vocational competencies we investigated; and about a quarter of students could not perform these competencies at all" (p. 203).

Criterion 2: Individualization

Individualization of instruction is the hallmark of special education opportunity: all students enrolled in special education programs must have an individualized educational plan (IEP) specifying goals, objectives, and instructional activities to meet their individual needs. Although this approach to instruction is less likely in general education, it is common in vocational education and training where student projects reflect their own occupational and career needs and interests. It is also common in youth apprenticeships.

The Individuals with Disabilities Education Act (IDEA) mandates individualized programming for students with disabilities during school-to-work transitions. Every student's education plan must include a statement of the needed transition services beginning no later than age 16 and annually thereafter and, as well, a statement of each public agency's responsibilities or linkages (or both) before the student leaves the school setting.

The U.S. Office of Special Education Programs will award two research grants to develop materials for the IEP process to increase student involvement in transition planning. Perhaps the model that best captures the spirit of student involvement in transition planning is that reported by Martin, Marshall, and Maxson (1993) for the Academy School District in Colorado Springs, where students are expected to develop the skills to participate in and ultimately lead the development of their own IEP.

Criterion 3: Generic Problem-Solving

It is clear to all that both college-bound and non-college bound students must master the basics of generic problem-solving if they are to pursue adult opportunity successfully. It is also clear that the charge against public schooling leveled a decade ago in *A Nation at Risk*—that students leave unprepared to meet the basic problem-solving demands of college or work—remains true today. Perhaps there is no juncture in the lives of youth where problem-solving is of greater utility than during school-to-work transitions, yet most youth cannot perform these basic skills; consequently they fail to take advantage of opportunities they find in adult life (Mithaug, 1991).

Therefore, focusing on generic problem-solving during youth apprenticeships is a basic requirement for success. Youth who master these skills will succeed because they know how to match personal needs and interests with available opportunity, how to set personal goals to satisfy needs and interests, how to develop plans for accomplishing goals, how to initiate and follow through to complete plans, and how to evaluate results and adjust to subsequent opportunity.

Bailey and Merritt (1993) recommend connecting academic and vocational components of youth apprenticeships with generic problem-solving, but worry that this may cause problems when applying general conceptual strategies to specific work problems. "The logic of a youth apprenticeship system points to an emphasis on broad conceptual, problem-solving skills. But where does this leave the actual preparation for jobs?"

One hopeful sign comes from IDEA, which mandates student participation in planning school-to-work transitions. Students must be active players in developing their own individualized transition plans, and they must take responsibility for determining the direction for their lives after school.

Anticipating the problem-solving skills this responsibility will entail, the Department of Education's Office of Special Education Programs has funded more than 20 model demonstration projects to develop self-determination skills in youth with disabilities and five research projects to develop measurement instruments to assess levels of self-determination in children and youth with disabilities.

For most educators, the notion of instilling greater levels of self-determination in students is new. Indeed, a review of outcomes targeted by 20 of the Federally funded projects illustrates the difficulties. A basic definition of self-determination would include *self-awareness, choice making, enacting choice,* and *control over one's life*. But only 13 projects identified any definitional components at all, and, of those that did, only one included three of the above self-determination components, five included two of them, and seven specified only one (Grayson, Harmon, Leach, Wallace, and Huang, 1993).

The significance of these initiatives lies in their application of problem-solving skills to achieve personal outcomes in terms of jobs, independent living arrangements, and community activities. In this sense, they unify academic and vocational goals—the academic goal being increased problem-solving capacity, and the vocational goal being applications of that capacity to adult opportunity. They also forge a natural connection between freedom and opportunity to choose. Students learn to think in order to choose, and this enhances their freedom to act independently. Students learn to identify adult opportunities that match their needs and then to act on those matches rationally.

Criterion 4: Community Settings

The coordination of experiences is the key to satisfying this criterion. Bailey and Merritt (1993) found that programs that simply placed young people on the job to gain experience were devoid of real learning because the participating employers were not required to teach. The William T. Grant Foundation Commission argued that the major unmet need was for *better quality* work experiences and closer integration between work experience and schooling.

IDEA requires school and community service providers to work together to develop effective transition experiences for youth with disabilities. Coordination, however, occurs only at service delivery, not at the instructional content level. This is where generic problem-solving (Criterion 3) can come into play.

The School-to-Work Opportunity Bill requires employee mentors to help apprenticing youth learn specific skills and work routines on the job. This may solve the experience-but-no-learning problem, but coordination with schooling will still need attention. A bridging conceptual framework between school and community experiences may be helpful in defining the nature and direction instructional coordination will take. The adaptability model suggested by Mithaug, Martin, and Agran (1987) is an example. It defines the problem facing all transition candidates as one of adjustment to changes in environmental opportunity.

Using this framework, teachers and job mentors can teach the same process but with different applications so that students can learn the needed generic problem-solving skills. The instructional units of the model are decision making, independent performance, self-evaluation, and adjustment. During *decision making*, students identify their needs, interests, and abilities; consider alternatives; and then select goals to satisfy a need or interest that is consistent with what they can do. During *independent performance* they follow through on a plan of action that specifies what they will accomplish and when. Then they monitor and record performance outcomes and compare results with expectations. In classroom and work situations, self-evaluations usually focus upon being on time, task selections, productivity, accuracy, and earnings. In the last component, students *adjust* to their results, using self-evaluations to decide whether to change goals, task selections, schedules, behaviors, or expected outcomes. These adjustments are essential to the problem-solving cycle and the learning-to-learning paradigm it exemplifies. They connect future action with past performance by requiring students to review outcomes for previous decisions about goals, plans and performance before trying again.

Criterion 5: Guaranteed Benefits

This last criterion is a frequently overlooked piece of the transition puzzle. Bailey and Merritt (1993), however, explicitly list recognized and accepted credentials as an essential component of the youth apprenticeship model. The William T. Grant Foundation Commission recommends a variety of incentives, including guaranteed postsecondary and continuing education, jobs, and training. In the same spirit, IDEA identifies eight outcomes youth with disabilities should expect as a consequence of their transitions from school, including postsecondary education, vocational education, vocational training, integrated employment, continuing and adult education, adult services, independent living and/or community participation.

But even these expectations fail to capture the spirit of what students should be able to experience. Halpern (1993) argues convincingly that postsecondary schooling and working define ultimate outcomes too narrowly. Other important outcomes are physical and material well-being, performance in adult roles (mobility and community access; vocation, career, and employment; leisure and recreation; educational attainment; citizenship; and social responsibility), and personal fulfillment.

We can expect that a guarantee of benefits will have two effects. The first is the incentive it will give youth to participate. The William T. Grant Foundation Commission recognized that school-to-work transition programs, "would require young people to work harder. . . . At the same time, it is reasonable to ask: What's in it for the youth? An answer couched solely in terms of general benefits to their education and development is unlikely to be highly motivating" (*The forgotten half*, 1988, p. 51).

The second effect will be the accountability it will affix to service providers for assuring that school-to-work transitions are responsive to student needs in the community. Failure to accomplish expected outcomes reflects the quality of services provided rather than an assessment of the ability of students served.

The guarantee of free and appropriate public education for all students with disabilities extends beyond the provision of educational services. It includes the expectation that students will *benefit* from those services, as was made clear in the majority opinion of the Supreme Court's 1982 ruling in *Board of Education v. Rowley*:

> The statutory definition of "free appropriate public education," in addition to requiring that States provide each child with "specially designed instruction," expressly requires the provision of "such . . . supportive services . . . as may be required to assist a handicapped child *to benefit* from special education" (Turnbull, 1993).

A spate of state-wide follow-up studies on special education graduates reported less than expected benefits from their special education experience. Mithaug and Horiuchi (1983) found that, of 234 Colorado students who graduated from special education programs in 1978 and 1979, only 32 percent were employed full-time; Fardig, Algozzine, Schwartz, Hensel, and Westling (1985) interviewed students with mild handicaps who exited rural schools in Florida and found that 44 percent were employed full-time; and Edgar, Levine, and Maddox (1986) found that, of 1,292 special education graduates in Washington between 1976 and 1981, only 42 percent were currently employed.

In 1987, the U.S. Office of Special Education Programs conducted a national longitudinal study of 8000 youth who were age 13 to 21 and had been secondary school students in special education in the 1985-86 school year. The results indicated that the competitive employment rate for all students with disabilities who were 21 years or older was only 35.9 percent (D'Amico, 1991). However:

- Students enrolled in vocational education in the last secondary school year were more likely to be competitively employed (50.7%) than students who were not enrolled in vocational education that year (38%).
- Students who had work experience as part of their secondary vocational education were more likely to be competitively employed (62.2%) than students who did not have that experience (45.2%).

The positive employment outcome attributable to vocational experience is encouraging. If there are to be educational benefits attributable to special education during the secondary school years, school-to-work transition with its emphasis on community-based training and experience may be where we can find them.

Summary

Two problems confront the school-to-work transition initiative: the quality of school-to-work transitions, and the equity with which those experiences are distributed among different student groups. In the past these values have seemed to conflict, with those advocating increases in quality appearing to be unconcerned with equity, and those advocating greater equity appearing to be unconcerned with quality. This brief attempts to show that the passage of IDEA and the progress in program development on behalf of school-to-work transitions for youth with disabilities means that there can be both equity and excellence in transition outcomes for all students.

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This brief was developed at the Institute on Education and the Economy, Teachers College, Columbia University, which is part of the National Center for Research in Vocational Education.

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Section 4:

Linking with Existing Resources

A. Local Transition Cooperative Agreement Among Agencies Serving Youth in Vilas County, Wisconsin, 1994

B. 1994-95 Wisconsin Vocational Gender Equity Cadre Members

C. Special Populations Transition Action Team Members

D. Wisconsin Youth Apprenticeship Local Program Coordinators

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September 27, 1994

A. TRANSITION FROM SCHOOL TO WORK AND ADULT LIFE:

LOCAL COOPERATIVE AGREEMENT AMONG LEA'S SERVING RESIDENTS OF VILAS COUNTY, WISCONSIN

I. PURPOSE

The purpose of this agreement is to support the transition of students with disabilities (as defined by participating agencies and relevant statutes) from secondary schools to functioning within the community to the maximum extent possible, through improved cooperative and collaborative efforts among relevant service providers, including but not limited to: the local education agencies, area office of Division of Vocational Rehabilitation (DVR), the Vilas County Department of Social Services, and the Tri-County Human Service Center. This group will function as a "transition team", working together to promote a continuum of services between the time that a student exits school and adult services are initiated.

II. TARGET POPULATION

The focus of this agreement is all Vilas County resident high school students with disabilities served by the Vilas County area public schools, who are likely to benefit from adult services, on-going support, and/or coordinated transition planning. Students who are likely to benefit are defined as those who, because of their disability,

A. are not expected to be able to function successfully in the community without adult services, on-going support, and/or

B. are unable to train for, secure, and/or maintain employment without on-going support.

III. GOALS

To achieve the stated purpose, the cooperating agencies will work together to accomplish the following goals:

A. Ensure that all interested students exit high school directly into employment or ready to enter post-secondary training programs.

B. Implement practices in high school programs that prepare students for employment, recreation, and leisure activities, as well as develop personal management skills that allow for the greatest level of independence in social, residential, and employment settings.

C. Ensure that students with disabilities and their parents/guardians are actively involved in planing their high school experience and future goals after high school, and developing self-advocacy skills.

D. Expand employment opportunities for students with disabilities through placement and/or supported employment programs and coordination with the business community.

E. Coordinate interagency activities toward the purpose stated in this agreement.

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IV. RESPONSIBILITIES OF ALL PARTICIPATING AGENCIES

To establish and maintain understandings needed to achieve the purpose of this cooperative effort, the involved agencies agree to:

A. Designate at least one individual to act as agency representative on the IEP team. The IEP team will ensure individual recommendations for post-secondary placement options are a joint decision making process.

B. Disseminate a copy of this agreement as well as other pertinent information to all relevant agency personnel.

C. Participate in activities designed to increase student/parent/guardian awareness of rights, legislation, regulations, interagency agreements and services.

D. Advocate increased opportunities for employment through education and adult service delivery systems.

E. Participate in any regional project to develop a School to Work and Adult Life Transition Manual that designates the roles and responsibilities of each cooperating agency in the referral and transition process and timelines for action and follow-up.

F. Participate in the regional development of criteria and methods to monitor transition services and evaluate the effectiveness of this agreement toward accomplishing the stated goals.

G. Enable staff members of cooperating agencies and students/parents/guardians to participate in transition training activities and inservices.

H. Preserve the confidentiality rights of students/consumers.

I. Exchange student, as well as policy and procedural, information with transition team members as needed, and with proper authorization.

J. Meet on a regular basis, as determined by the transition team, to review the transition process and future program needs.

K. Participate in the coordination of job development activities to ensure consistent communication with the business community and avoid duplication of effort.

L. Share assessment procedures, eligibility criteria, and factors affecting clients' receipt of services.

M. Annually participate in a Transition orientation for each local education district.

N. Signing of this agreement does not obligate any agency to additional financial commitment.

V. THE LOCAL EDUCATION AGENCY

The local education agency will play the lead role in the development and maintenance of the cooperative working relationship among special education, vocational education, Division of Vocational Rehabilitation, Developmental Disabilities Center, and other adult agencies. In addition, the LEA will:

A. Assume primary responsibility for the development, implementation, and cost of educational and vocational programs that are consistent with least restrictive environment principles. These programs will be suited to student needs, interests, and abilities, and will:

1. Develop vocational skills,
2. Develop independent living skills to the greatest extent possible,
3. Maintain data on student work experiences and independent living skills,
4. Increase the occurrence of students leaving school in paid, integrated, community employment.

B. Initiate at freshman level and update annually, student specific transition plans through the IEP with input from students/ parents/guardians.

C. Secure written permission from student/parents/guardians to transmit and forward information, to IEP team.

D. Compile and make available recent diagnostic/work experience/vocational evaluation information to be used in determining eligibility for Division of Vocational Rehabilitation services and in vocational planning.

E. Inform the transition team agencies on an annual basis as to the number and anticipated special service needs of students exiting high school.

F. Schedule and chair IEP conferences and invite (with adequate notice), to the conference parent/family/guardians, Division of Vocational Rehabilitation counselors, Developmental Disabilities Center staff, as appropriate. The purpose of this IEP conference will be to discuss individual student needs and determine how identified goals can be met through adult services.

G. Co-sponsor with appropriate agencies inservice for all staff to overview community based programs, transition planning, and adult service agencies. In addition, parent/guardians/students should be encouraged to attend these inservices.

VI. DIVISION OF VOCATIONAL REHABILITATION

The local Division of Vocational Rehabilitation counselor will:

A. Provide agencies clearly involved with IEP, defined information regarding office of Division of Vocational Rehabilitation policies and procedures as they relate to eligibility, integrated and/or supported employment, and other services that may be designed through that office.

B. During the year prior to student leaving school, attend, as appropriate, IEP meetings for students in special education programs to identify/anticipate or provide service needs.

C. In accordance with DVR timelines, contact the student/parent/guardian to schedule an appointment to discuss formal DVR application and initiate remaining necessary diagnostic and evaluation services to determine eligibility.

D. Develop an Individual Written Rehabilitation Plan (IWRP) with eligible clients and provide (within current funding availability) services as identified to ensure, to the extent possible, vocational success.

E. Include work experience documentation provided by the school program for assessment and placement purposes.

F. In a timely manner, notify relevant transition team members of student eligibility determination and appeals process. Inform, if possible, school staff of student/family appointments required for DVR application.

G. Provide transition services for exiting high school aged students as deemed appropriate and necessary by the IEP and as identified in the IWRP.

VII. THE HUMAN SERVICE CENTER DEVELOPMENTAL DISABILITIES DEPARTMENT

The Developmental Disabilities staff will: (for those that meet service criteria)

A. Provide transition team agencies and parents/guardians/students with information on current services, waiting lists for specific services, and information pertinent to successful planning for integrated adult life.

B. When invited to participate, attend IEP meetings or provide input to the IEP committee at least two years prior to the student's anticipated school exit, for those students who are expected to require developmental disabilities services such as long term support, independent living placements, etc.

C. Participate in transition planning at the IEP meeting for students in residential programs, in access appropriate residential services, vocational needs, community integration, etc.

D. Assume case management responsibilities for all eligible students who have graduated from school or have been transferred by the DVR counselor.

E. Acknowledge to the school district, and review, for the purposes of transition planning and developing or providing anticipated services, all individual student referrals made to the DD office by the school district as required by ss. 115.85 (4). [The school district must, 'annually, on or before August 15, report to the appropriate county boards, the names of children who reside in the school district, are at least 16 years of age, are not expected to be enrolled in an educational program two years from the date of the report and may require services described under s.51.42. or 51.437(1) (c).']

F. Assist in accessing funding resources necessary for students to receive ongoing support services. (MA, SSI, SSDI, etc.)

G. Share responsibility, in students' final school year, with local education agency for placement, training, and follow-along to secure and maintain paid employment consistent with individual plans. (IEP, IWRP, ISP, Work Employment/Training Plan).

VIII. DEPARTMENT OF SOCIAL SERVICES

The Department of Social Services will accept responsibility for the determination and provision of social services for eligible persons.

If additional or more up-to-date information is required to determine human services eligibility, the Department of Social Services is responsible for obtaining such material.

A. An intake assessment will be conducted and will include assessing future living arrangements, financial assistance needs, and community integration needs, etc.

B. If services or if future financial assistance is needed, the case may be opened, dependent on availability of funding.

C. The Department of Social Services and the area school districts will encourage and assist students and their families to visit community resources including Department contracted facilities.

IX. NICOLET AREA TECHNICAL COLLEGE

Nicolet Area Technical College Special Needs Support Program (NATC-SNSP) will:

A. Provide the county Transition Team and parents/students/guardians and school personnel with clearly defined information on current Wisconsin Technical College System (WTCS) programs, high school course prerequisites, supplementary and related services and costs for students with disabilities, admissions process, entrance requirements, Tech Prep programs, Compulsory School Attendance Options, Youth Apprenticeship programs, Post-secondary Options, At Risk, job counseling and placement services.

B. Attend IEP meetings, when invited, or provide input to the IEP committee ideally at least two years prior to the student's anticipated school exit for those students who are expected to attend the Wisconsin Technical College System (WTCS) upon graduation and will need transition services to be successful.

C. Provide reasonable accommodations in accordance with the Carl Perkins Vocational Act, Applied Technology Act, 504 and Americans with Disabilities Act (ADA) in these areas: recruitment, enrollment, and job placement services to students with disabilities. NATC will ensure that supplementary services are provided to students who provide documentation on their disability and are registered with the NATC Special Needs Support Program (SNSP).

D. Provide contracts that describe the supplementary and related services and costs to the high school for the following programs: GED or HSED preparation, Compulsory School Attendance, Post-secondary Options, the At Risk program, and 38.14 contracts.

E. Provide informational meetings and campus experiences for parents, students with disabilities, and high school staff to inform them of the WTCS programs and expectations.

F. Assist eligible students in obtaining financial aid through referral to NATC's Financial Aid Office (365-4423) and provide accommodations to facilitate the financial aid process.

X. EXECUTION AND MODIFICATION OF THIS AGREEMENT

This agreement is effective ________________________________ and shall remain in effect until modified or terminated as stated below:

A. An individual party may terminate this agreement in whole or in part by submitting a thirty (30) day written notice to the other parties.

B. An individual party may request revision of this agreement at any time by submitting a thirty (30) day written notice.

C. Agency representatives will review proposed revisions at planning meetings and approve or disapprove them based on simple majority rule.

D. Agency representatives will review this agreement annually, prior to July 1, and sign off on a new signature page each year.

September 27, 1994

TRANSITION FROM SCHOOL TO WORK AND ADULT LIFE:

LOCAL COOPERATIVE AGREEMENT AMONG LEA'S SERVING RESIDENTS OF VILAS COUNTY, WISCONSIN

SIGNATURE PAGE

LOCAL EDUCATION AGENCY (Please type):

Lakeland Union High School Phone:__________

Address__________

Name of District Administrator:__________

Signature:__________ Date:__________

LOCAL EDUCATION AGENCY (Please type):

Arbor Vitae-Woodruff School District Phone:__________

Address__________

Name of District Administrator:__________

Signature:__________ Date:__________

LOCAL EDUCATION AGENCY (Please type):

Lac du Flambeau Jt. #1 School Phone:__________

Address__________

Name of District Administrator:__________

Signature:__________ Date:__________

LOCAL EDUCATION AGENCY (Please type):

Northland Pines School District Phone:__________

Address__________

Name of District Administrator:__________

Signature:__________ Date:__________

LOCAL EDUCATION AGENCY (Please type):

Boulder Junction Jt. #1 School District Phone:__________

Address__________

Name of District Administrator:__________

Signature:__________ Date:__________

LOCAL EDUCATION AGENCY (Please type):

Phelps School District Phone:__________

Address__________

Name of District Administrator:__________

Signature:__________ Date:__________

VILAS TRANS AGREE

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September 27, 1994

LOCAL EDUCATION AGENCY (Please type):

CESA #9 Phone:________________

Address____

Name of District Administrator:________________________________

Signature:______________________________ Date:________________

NICOLET COLLEGE

Address____

Phone________________________________

Name of Director__________________________

Signature:______________________________ Date________________

LOCAL OFFICE- DIVISION OF VOCATIONAL REHABILITATION

Address____

Phone________________________________

Name of Director__________________________

Signature______________________________ Date________________

VILAS COUNTY DEPARTMENT OF SOCIAL SERVICES

Address____

Phone________________________________

Name of Director__________________________

Signature______________________________ Date________________

TRI-COUNTY HUMAN SERVICE CENTER

Address____

Phone________________________________

Name of Director__________________________

Signature______________________________ Date________________

(INSERT NAME OF AGENCY)

Address____

Phone________________________________

Name of Director__________________________

Signature______________________________ Date________________

DATE OF ANNUAL REVIEW______________________

9/22/94

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FOX VALLEY	Shary Schwabenlender Special Needs Coordinator	X		1825 N. Bluemound Dr. Appleton, WI 54913-2277	(414) 735-5679	(414) 735-5679	(414) 735-2582
	Helen Snyder Transition Instructor		X	1825 N. Bluemound Dr. Appleton, WI 54913-2277	(414) 735-4752	(414) 735-2497	(414) 735-2582
GATEWAY	Mary Hawkins Instructor	X		3520 - 30th Avenue Kenosha, WI 53142-1690	(414) 656-6951	(414) 656-8410	(414) 656-7082
	Jo Bailey Learning Skills Specialist	X		3520 - 30th Avenue Kenosha, WI 53142-1690	(414) 656-6958	(414) 656-8960	(414) 656-8966
	Helen Suda Instructor	X		1001 S. Main St. Racine, WI 53403-1582	(414) 631-7337	(414) 656-8960	(414) 631-1044
	Kathy Peterson Instructor	X		400 County Road H Elkhorn, WI 53121-2020	(414) 741-6168	(414) 656-8960	(414) 741-6148
	Louise Booth Transition Specialist Racine/Elkhorn			1001 S. Main St. Racine, WI 53403-1582	(414) 631-1042	(414) 656-8960	(414) 631-1044
	Eric Koster Transition Coordinator Counselor		X	3520 30th Ave. Kenosha, WI 53143	(414) 656-6942	(414) 656-8960	(414) 656-8966
	Mary Mair Hearing Impaired Specialist	X		3520 30th Ave. Kenosha, WI 53142-1690	(414) 656-7238	(414) 656-8960	(414)656-8966

		SERVICES					
TECHNICAL COLLEGE DISTRICT	CONTACT	SUPPORT	TRANSITION	ADDRESS	TELEPHONE NUMBER	TDD	FAX
LAKESHORE	Tom Hilke Dean, Gen. Ed./ GOAL/Student Serv.	X		1290 N. Avenue Cleveland, WI 53015	(414) 458-4183	(414) 693-8956	(414) 457-6211
	Don Geiger Sp. Needs Instructor	X	X	1290 N. Avenue Cleveland, WI 53015	(414) 458-4183	(414) 693-8956	(414) 457-6211
	Vicki Gurholt-Wiese Sp. Needs Instructor	X	X	1290 N. Avenue Cleveland, WI 53015	(414) 458-4183	(414) 693-8956	(414) 457-6211
MADISON	Dr. Richard Harris Disabled Student Services Administrator	X		3550 Anderson St. Madison, WI 53704	(608) 246-6045	(608) 246-6663	(608) 246-6703
	Pam Chrostowski Transition Facilitator		X	3550 Anderson St. Madison, WI 53704	(608) 246-60791	(608) 246-6663	(608) 246-6703
MID-STATE	Dr.John Bellanti Sp. Needs Services Coordinator	X	X	500 32nd St. North Wisc. Rapids, WI 54494	(715) 422-5452	(715) 422-5456	(715) 422-5440
	Vicki Kolodziej Sp. Needs Facilitator	X	X	933 Michigan Avenue Stevens Point, WI	(715) 344-3063	(715) 342-3135	(715) 342-3134
				2600 W. Fifth Street Marshfield, WI 54491	(715) 387-2538	(715) 387-3696	(715) 389-2864
MILWAUKEE	George Sippl Sp. Populations Asst.	X		700 West State St. Milwaukee, WI 53233	(414) 297-6874	(414) 297-6986	(414) 297-7082
	Chuck Kevil Manager	X		700 West State St. Milwaukee, WI 53233	(414) 297-6581	(414) 297-6986	(414) 297-7990
	Bob Bullock Manager	X		700 West State St. Milwaukee, WI 53233	(414) 297-6274	(414) 297-6986	(414) 297-7990
	Brenda Benton Sp. Needs Counselor		X	700 West State St. Milwaukee, WI 53233	(414) 297-6594	(414) 297-6986	(414) 297-7990
	Christine Kao Transition Specialist		X	700 West State St. Milwaukee, WI 53233	(414) 297-6546	(414) 297-6986	(414) 297-7990
	Todd McGilligan HIP/VIP Specialist	X	X	700 West State St. Milwaukee, WI 53233	(414) 297-6405	(414) 297-6986	(414) 297-7990

TECHNICAL COLLEGE DISTRICT	CONTACT	SERVICES		ADDRESS	TELEPHONE NUMBER	TDD	FAX
		SUPPORT	TRANSITION				
MORAINE PARK	Joel Newcomb Learning Specialist	X	X	235 N. National Ave. Fond du Lac, WI 54935	(414) 922-8611	(414) 924-3196	(414) 929-2478
	Bonnie Bauer Learning/Transition Specialist	X	X	2151 N. Main St. West Bend, WI 53095	(414) 335-5741	(414) 929-2109	(414) 335-5708
	Craig Finley Manager-Support Services/Special Services	X	X	235 N. National Ave. Fond du Lac, WI 54935	(414) 922-3192	(414) 924-3192	(414) 929-2478
NICOLET AREA	Bob Steber Sp. Needs Instructor	X	X	P.O. Box 518 Rhinelander, WI 54501	(715) 365-4430	(715) 365 4515	(715) 365-4404
	Cindy Schmitz Gloria Bass Deborah Rezac Sp. Needs Counselor	X X X	X	P.O. Box 518 Rhinelander, WI 54501	(715) 365-4430	(715) 365 4515	(715) 365-4404
NORTH CENTRAL	Joe Mielczarek VIP Program Vocational Specialist	X	X	1000 Campus Drive Wausau, WI 54401	(715) 675-3331	(715) 675-6341	(715) 675-9776
	Crystal Anderson HIP Coordinator	X		1000 Campus Drive Wausau, WI 54401	(715) 675-3331	(715) 675-6341	(715) 675-9776
	Kathy Farrell Transition Specialist		X	1000 Campus Drive Wausau, WI 54401	(715) 675-3331	(715) 675-6341	(715) 675-9776
NORTHEAST WIS.	Jerome Miller Special Services Coordinator	X	X	2740 W. Mason St. Green Bay, WI 54307-9042	(414) 498-5470	(414) 498-5470	(414) 498-6242
	Janet Whitney Instructional Support Specialist	X		2740 W. Mason St. Green Bay, WI 54307-9042	(414) 498-6390	(414) 498-6390	(414) 498-6242
	Julie Pullin Learning Instructor	X		2740 W. Mason St. Green Bay, WI 54307-9042	(414) 498-6390	(414) 498-6390	(414) 498-6242
	Sue-Ellen Haas Interpreter	X		2740 W. Mason St. Green Bay, WI 54307-9042	(414) 498-6390	(414) 498-6390	(414) 498-6242

TECHNICAL COLLEGE DISTRICT	CONTACT	SERVICES		ADDRESS	TELEPHONE NUMBER	TDD	FAX
		SUPPORT	TRANSITION				
SOUTHWEST WIS.	Wayne Henderson Sp. Pop. Coordinator	X		1800 Bronson Blvd. Route 1, Box 500 Fennimore, WI 53809	(608) 822-3262	(608) 822-3262	(608) 822-6019
	Al Propst Sp. Needs Instructor	X	X	1800 Bronson Blvd. Route 1, Box 500 Fennimore, WI 53809	(608) 822-3262	(608) 822-3262	(608) 822-6019
	Carol Kopp Transition Coordinator		X	1800 Bronson Blvd. Route 1, Box 500 Fennimore, WI 53809	(608) 822-3262	(608) 822-3262	(608) 822-6019
WAUKESHA COUNTY	Elroy Harmelink Sp. Needs Counselor	X	X	800 Main St. Pewaukee, WI 53072	(414) 691-5277	(414) 691-5088	(414) 691-5089
	Deb Jilbert Transition Specialist		X	800 Main St. Pewaukee, WI 53072	(414) 691-5210	(414) 691-5088	(414) 691-5089
	Bonnie Liljestrand Transition Specialist (to work)		X	800 Main St. Pewaukee, WI 53072	(414) 695-7805	(414) 695-7817	(414) 695-7816
	Carole Hovde Assoc. Dean - Basic Education Special Service	X		800 Main St. Pewaukee, WI 53072	(414) 691-5241	(414) 691-5088	(414) 691-5089
WESTERN WISCONSIN	Ed Mathwig Sp. Needs Coordinator	X	X	304 N. Sixth St. La Crosse, WI 54602-0908	(608) 785-9816	(608) 785-9200	(608) 785-9205
	Kris Saegrove Sp. Needs Counselor	X	X	304 N. Sixth St. La Crosse, WI 54602-0908	(608) 785-9439	(608) 785-9200	(608) 785-9205
	Kristina Puent Instructional Support Specialist	X	X	304 N. Sixth St. LaCrosse, WI 54602-0908	(608) 785-9875	(608) 785-9551	(608) 785-9205
	Erin McCoy Lead Interpreter	X		304 N. Sixth St LaCrosse, WI 54602-0908	(608) 785-9875	(608) 785-9551	(608) 785-9205

		SERVICES					
TECHNICAL COLLEGE DISTRICT	CONTACT	SUPPORT	TRANSITION	ADDRESS	TELEPHONE NUMBER	TDD	FAX
WIS. INDIANHEAD	Mimi Crandall Educational Services/ Cultural Diversity Specialist	X		505 Pine Ridge Drive HCR 69, Box 10B Shell Lake, WI 54871	(715) 468-2815	(715) 468-7755	(715) 468-2819
	Sue Masterson Secondary/Post-secondary Coordiantor		X	505 Pine Ridge Drive HCR 69, Box 10B Shell Lake, WI 54871	(715) 468-2815	(715) 468-7755	(715) 468-2819
	Cindy Utitles-Heart Special Needs Staff-Ashland	X	X	Ashland Campus 2100 Beaser Ave. Ashland, WI 54806	(715) 682-4591	(715) 468-7755	(715) 682-8040
	Anne Hanson Special Needs Staff-New Richmond	X	X	New Richmond Campus 1019 South Knowles Ave. New Richmond, WI 54017	(715) 246-6561	(715) 468-7755	(715) 246-2777
	Pat Peters Special Needs Staff-Rice Lake	X	X	Rice Lake Campus 1900 College Drive Rice Lake, WI 54868	(715) 234-7082	(715) 468-7755	(715) 234-5172
	Terri Klimek Special Needs Staff-Superior	X	X	Superior Campus 600 North 21st St. Superior, WI 54880	(715) 394-6677	(715) 468-7755	(715) 394-3771
TECHNOLOGY LOAN CENTER	Chet Cusick	X		700 West State St. Milwaukee, WI 53233	(414) 297-6500	(414) 297-6986	(414) 297-7990

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03/15/95 Revised

G. "Wisconsin's Design for Transition Success" Grant Recipients
Revised Listing - 7/1995

Project Director	Fiscal Agency Address Phone Fax	Participating Agencies (School Districts and DVRs)
Chuck Hastert 1994-97	CESA #7 595 Baeten Road Green Bay, WI 54304 Phone (414) 492-5960 FAX (414) 492-5965	School Districts of: Bonduel Bowler Crandon De Pere Gillett Howard-Suamico Leona Menominee Indian Pulaski Seymour Tigerton West DePere Wittenberg-Birnamwood DVR Offices: Green Bay Rhinelander
Thomas Stuckey 1994-97	CESA #3 1300 Industrial Drive Fennimore, WI 53809 Phone (608) 822-3276 FAX (608) 822-3828	School Districts of: Wauzeka North Crawford Seneca Prairie du Chien DVR Office: LaCrosse
David Zadnik 1994-97	Green Bay Area School District 200 South Broadway Street P.O. Box 23387 Green Bay, WI 54305 Phone (414) 448-2008 FAX (414) 448-2115	School Districts of: Green Bay DVR Office: Green Bay

Kevin Fitzpatrick 1994-97	Lakeland Union High School 8669 Old Highway 70 West Minocqua, WI 54548 Phone (715) 356-5252 FAX (715) 356-1892	School District of: Lakeland Union High School DVR Office: Rhinelander
Bonnie Flahaven 1994-97	Durand School District 604 - 7th Avenue East Durand, WI 54736 Phone (715) 672-8917 FAX (715) 672-8900	School Districts of: Durand Boyceville Colfax Elk Mound Menomonie DVR Office: Eau Claire
Barb Noll 1994-97	CESA #2 430 East High Street Milton, WI 53563 Phone (608) 758-6232 FAX (608) 868-4864	School Districts of: Albany Brodhead Beloit Beloit Turner Clinton Edgerton Evansville Janesville Juda Milton Monticello Monroe Parkview DVR Office: Janesville
Bill Joy 1995-98	Appleton Area School District 120 E. Harris Street Appleton, WI 54911 Phone (414) 832-6129 FAX (414) 832-5764	Appleton School District DVR Office: Oshkosh Fond du Lac
Dot Lingren 1995-98	School District of Greenfield 8500 W. Chapman Ave. Greenfield, WI 53228 Phone (414) 529-9090 FAX (414) 529-9478	Greenfield School District West Allis School District New Berlin School District DVR Office: Southwest Milwaukee

H. 1995-96 IDEA Transition Discretionary Projects

NANCY MITCHELL
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700 NORTH AVE.
HARTLAND, WI 53029-1179

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BELLEVILLE WI 53508

EILEEN DAGEN
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WEST ALLIS WI 53227-2924

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FENNIMORE, WI 53809

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LARRY BLAHAUVIETZ
DIRECTOR OF SPECIAL EDUCATION
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KENOSHA WI 53144

TOM KONGSLIEN
DIRECTOR OF SPECIAL EDUCATION
MARSHFIELD SCHOOL DISTRICT
1010 E FOURTH ST
MARSHFIELD WI 54449

JAN BONSETT-VEAL
DIRECTOR OF SPECIAL EDUCATION
OREGON SCHOOL DISTRICT
200 N MAIN ST
OREGON WI 53575

JEANNINE CUMMINGS
DIRECTOR OF SPECIAL EDUCATION
PORTAGE SCHOOL DISTRICT
904 DEWITT ST
PORTAGE WI 53901-1700

DALE WINKLER
SOUTHERN DOOR CTY SCHOOLS
8240 HWY 57
BRUSSELS WI 54204

BEV JORSTAD/DAVE DAMGAARD
WAUSAU SCHOOL DISTRICT
415 SEYMOUR ST
WAUSAU WI 54402-0359

ROBERT BUEHLER
DIRECTOR OF SPECIAL EDUCATION
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9333 W LINCOLN AVE
WEST ALLIS WI 53227

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SUPERINTENDENT
WI SCHOOL FOR THE DEAF
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DELAVAN WI 53115

DONALD SMITH
PS DIRECTOR
BEAVER DAM SCHOOL DIST.
705 MCKINLEY
BEAVER DAM, WI 53916-1996

BARB NOLL
RSN COORDINATOR
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CHUCK HASTERT
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P.O. BOX 320
GILLETT, WI 54124-0320

GREG DIETZ
SP ED DIRECTOR
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FRED WEISSENBURGER
SP ED DIRECTOR
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EAU CLAIRE, WI 54701-3700

JOHN VOORHEES
SP ED DIRECTOR
OAK CREEK-FRANKLIN SCH DIST.
7630 S. 10TH ST.
OAK CREEK, WI 53154-1900

JACK FREEHILL
PS DIRECTOR
SAUK PRAIRIE SCH. DIST.
213 MAPLE ST.
SAUK CITY, WI 53583-1097

I. STATE OF WISCONSIN
DIVISION OF VOCATIONAL REHABILITATION (DVR)
DISTRICT OFFICES

DVR - EAU CLAIRE
517 E CLAIREMONT AVE
EAU CLAIRE WI 54701-6479
(715) 836-4263 Voice/TTY
Serves Chippewa, Clark, Dunn, Eau Claire, Pepin, Pierce, Saint Croix Counties

DVR - FOND DU LAC
820 S MAIN ST
FOND DU LAC WI 54935-5732
(414) 929-2924 / 929-3972 TTY
Serves Calumet, Dodge, Fond du Lac, Green Lake, Marquette Counties

DVR - GREEN BAY
200 N JEFFERSON ST STE 311
GREEN BAY WI 54301-5197
(414) 448-5281 / 448-5290 TTY
Serves Brown, Door, Kewaunee, Marinette, Menominee, Oconto, Shawano Counties

DVR - JANESVILLE
514 S MAIN ST
JANESVILLE WI 53545-4800
(608) 758-6200 Voice/TTY
Serves Green & Rock Counties

DVR - KENOSHA
712 - 55TH ST
KENOSHA WI 53140-3690
(414) 653-6453 / 653-6834 TTY
Serves Kenosha & Walworth Counties

DVR - LACROSSE
333 BUCHNER PL WING B
LACROSSE WI 54603-3122
(608) 785-9500 / 785-9530 TTY
Serves Buffalo, Crawford, Jackson, LaCrosse, Monroe, Trempealeau, Vernon Counties

DVR - MADISON EAST
600 WILLIAMSON ST STE F
MADISON WI 53703-4500
(608) 266-3655 / 267-7772 TTY
Serves Dane County

DVR - MADISON WEST
5005 UNIVERSITY AVE STE 2
MADISON WI 53705-5415
(608) 266-4541 / 267-2090 TTY
Serves Columbia, Grant, Iowa, Jefferson, Lafayette, Richland, Sauk Counties

DVR - MILWAUKEE NORTHEAST
1200 E CAPITOL DR STE 300
MILWAUKEE WI 53211-1867
(414) 229-0300 Voice/TTY
Serves the Northeast sector of Milwaukee County

DVR - MILWAUKEE NORTHWEST
6830 W VILLARD AVE
MILWAUKEE WI 53218-3936
(414) 438-4860 / 438-4869 TTY
Serves the Northwest sector of Milwaukee County

DVR - MILWAUKEE SOUTHEAST
555 W LAYTON AVE STE 430
MILWAUKEE WI 53207-5931
(414) 769-5700 / 769-5704 TTY
Serves the Southeast sector of Milwaukee County

DVR - MILWAUKEE SOUTHWEST
9401 W BELOIT RD RM 408
MILWAUKEE WI 53227-4380
(414) 546-8340 / 546-8354 TTY
Serves the Southwest sector of Milwaukee County

DVR - OSHKOSH
303 PEARL AVE STE E
OSHKOSH WI 54901-4737
(414) 424-2028 / 424-2053 TTY
Serves Outagamie, Waupaca, Waushara, Winnebago Counties

DVR - RACINE
7033 WASHINGTON AVE
RACINE WI 53406-3873
(414) 884-7300 /884-7303 TTY
Serves Racine County

DVR - RHINELANDER
158 S ANDERSON ST
RHINELANDER WI 54501-0894
(715) 365-2600 Voice/TTY
Serves Florence, Forest, Langlade, Lincoln, Oneida, Vilas Counties

DVR - RICE LAKE
11 E EAU CLAIRE ST STE 107
RICE LAKE WI 54868-1766
(715) 234-6806 / 234-1447 TTY
Serves Barron, Burnett, Polk, Rusk, Washburn Counties

DVR - SHEBOYGAN
1428 N 5TH ST
SHEBOYGAN WI 53081-3548
(414) 459-3883 / 459-3576 TTY
Serves Manitowoc and Sheboygan Counties

DVR - SUPERIOR
1330 TOWER AVE
SUPERIOR WI 54880-1525
(715) 392-7896 / 392-7908 TTY
Serves Ashland, Bayfield, Douglas, Iron, Price, Sawyer Counties

DVR - WAUKESHA
141 NW BARSTOW ST RM 157
WAUKESHA WI 53187-1349
(414) 548-5850 / 548-5853 TTY
Serves Ozaukee, Washington, Waukesha Counties

DVR - WAUSAU
2416 STEWART SQ
WAUSAU WI 54401-4183
(715) 845-9261 / 845-5554 TTY
Serves Marathon and Taylor Counties

DVR - WISCONSIN RAPIDS
2810 9TH ST S
WI RAPIDS WI 54494-6335
(715) 422-5050 /422-5055 TTY
Serves Adams, Juneau, Portage, Wood Counties

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IVAE Connection

Focusing on the Integration of Vocational and Academic Education

J. **Successful Integrated Vocational Education Programs in Wisconsin**

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Spring 1995
Volume 1, Number 2

Integration in the Northwoods

by Catherine L. Weis, Outreach Specialist
Center on Education and Work

Located in northern Wisconsin, many people consider Spooner a great place to take a vacation. Visitors to the area participate in a variety of recreational activities such as hunting, boating, water skiing, fishing, snowmobiling, and cross country skiing—just to name a few. Although the community has experienced some noticeable changes over recent years, visitors to the area still play a major role in the economic survival of this rural community. Spooner has twenty-seven hundred year- round residents, many whose livelihoods depend heavily on the tourism industry and the area's natural resources. In a sense, natural resources have become one of the town's major tourist attractions.

Students Are Resources, Too

Among the community's other natural resources are the 1,700 students in grades K-12 who are served by the Spooner School District. Of the five hundred students attending high school, 30% are considered at-risk with special needs; 15% are teen parents; and 10% are Native Americans. To help students recognize and understand individual differences and promote skills for life-long learning, the School District of Spooner became involved with the Center on Education and Work's project on the integration of vocational and academic learning.

Through recognition of student needs and pertinent community issues, and in an effort to maximize the potential of **all** resources, the Water Quality Integration Project came to life. Integrating the vocational course in natural resources with the academic course in chemistry to focus on water quality issues, the Water Quality Integration Project began in the Fall of 1994. Students from the natural resources and chemistry classes were brought together for a three-week introductory unit. The project continues throughout the school year with the class meeting approximately one day each week. Students were originally assigned to work in groups of 4-5; however, this resulted in some students watching while the other team members performed the task at hand. Students now work in groups of two, with each natural resources student paired with a student from the chemistry class.

Working Together

The teachers combined content from both courses to provide an integrated curriculum focusing on water quality issues. In the past, students enrolling in the natural resources class have been considered at-risk or low academic achievers, while chemistry II students are regarded as "college-bound," high achievers. Under normal circumstances, these students would have limited contact with each other

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during the school day. During one-to-one interviews with CEW project staff, students stated that they liked the interaction between the classes. Lura Harris, chemistry student, enjoyed working with the natural resources students and says, "[Natural resource students] aren't exposed as much to the chemistry end of things. This gives us, (chemistry students) a chance to see the combination between [chemistry] and the application. I think it's neat because we are able to teach each other things we're not usually exposed to."

The Spooner School District is considered a leader in meeting the special needs of students. Since 1982, the implementation of the Designated Vocational Instruction (DVI) support services strategy has been very successful. There is a 90% graduation rate for students with exceptional educational needs (EEN). A DVI teacher is actively involved with the integration process, and is available in the integrated classroom to provide instructional support, and to develop necessary modifications and individualized instructional strategies based on student needs.

Working in pairs, the students collect water samples and conduct various water quality tests. These tests include dissolved oxygen, fecal coliform, ph., biological oxygen demand, temperature, total phosphates, nitrates, turbidity, and total dissolved solids/conductivity. Besides testing well water samples from student homes, water samples are collected from various sites along the Yellow River and at various stages in the wastewater treatment process. When the tests are completed and data are recorded, the classes join together to discuss and analyze the results and interpret the meaning behind them. Students compile lab reports outlining each water quality testing activity and place them in group portfolios.

Community Involvement

Two natural resources students attended the annual meeting of the Land Conservation Committee where they shared information about the integration project with natural resource professionals from throughout Washburn County. Once the final water quality testing is completed, the students will develop a formal write-up outlining the overall results. Courses in English, math, history, and computers will also be integrated to assist in the development of a comprehensive document. Students will then give oral presentations and distribute the information to local community groups. While improving their oral communication skills, the students will also be promoting community awareness regarding the area's natural resources. Noting the relevance of the water quality testing, Harris says, "People think that because we live in this area we don't have to worry about our water. But we do have to protect it."

Positive Results

According to the results obtained thus far, it seems Harris is absolutely correct. The water supply in the Spooner area is well worth protecting. Chemistry teacher, Larry Flynn states, "The water testing results are reinforcing that we are indeed fortunate to live in northern Wisconsin and blessed with abundant high quality water. Testing at the wastewater treatment plant has vividly demonstrated to students the need and effectiveness of controlled wastewater treatment." According to Susie Olson-Rosenbush, natural resources instructor, a highlight for the teachers has been "watching the students come to the realization that water touches our lives at every turn." Furthermore, students are able to relate what they are learning with their lives outside of school.

Challenges encountered by the teachers were a lack of planning time, scheduling conflicts, and limited effort on the part of a few students. Overall, observing the students'

▲ *Brrrrrr..... Paul Cussick collects a water sample from the frigid Yellow River.* ▲

▲ *Cory Noe and Isaac Larson conduct water quality tests in the lab.* ▲

enthusiasm for the project, and seeing an increase in students' self-confidence have been highlights for the teachers. "The more we do the testing, the better they understand the procedure, [and] the more confident they become", states Olson-Rosenbush.

Hands On Learning

When asked for their thoughts regarding the project, students also responded positively. Although some students displayed more enthusiasm than others, all students we spoke with said that they would participate in the project again if they had the opportunity. James Titel, natural resources student, reported that learning about water quality has been the biggest benefit for him. He also states, "It's fun to take tests and use the equipment, and get out of school (field trips)." Overall, the students reported positive feelings about the "hands on" aspects of this project. Brian Gehrs, chemistry student, expressed his support of the project by stating, " You learn it more if you experience it, rather than just hearing about it."

Student Beat

by Jessica Brown, Junior Class
Sauk Prairie High School

When you walk into the Sauk Prairie High School your senses become filled with the smell of breakfast. Depending on the day it may be "Breakfast on a Muffin", which includes egg, cheese, and ham on an english muffin, or it may be a cream cheese Danish. These are just a few of the variations you can experience in the morning.

The Food for Thought class is a grant-funded alternative learning program. Food for Thought students are responsible for the idea of a breakfast alternative. Before this breakfast idea came around, students were eating chocolate and potato chips for breakfast. With this alternative, students are able to buy a more nutritious breakfast for under $2.00. Not only is the Food for Thought class providing a relatively cheap breakfast, we are learning how to run a business in the process. Breakfast foods are bought, made, and sold by the students in the class. The students alternate positions in the business every week. The purpose of this challenge is to teach the students business/work ethics and management skills through an integrated curriculum.

We have developed many skills since we started. The manager for the week orders the food and sets up the schedule for the next day. He/she is responsible for answering questions and dealing with conflicts in an appropriate manner. The manager also deals with the money, counting and recording it in the record books. Some of the other positions include head chef, assistant cook, clean-up, dishwasher, and servers. The manager, head chef, assistant cooks and the servers need to be at the school by 7:30 in the morning.

Besides feeding students and faculty at school, we also cater. Close to the beginning of the year we made table decorations for Thanksgiving and catered the Christmas Party at the Heartland Country Village nursing home in Black Earth, WI. We also catered a teachers' meeting.

Amazingly enough, through all this the students still find time to get their school work done. Not only do we get it done, we do it well! Our grades have improved considerably. This past semester two of the students received high honors, five of them received honors, and the others raised their grades.

When this class started a large percentage of the students were failing their classes and were often truant from school. Our attendence has improved and some students have graduated from hardly coming to school, to hardly missing a day!

Entrepreneurship Through Integration

by Richard A. Manor,
Technology Education/Gifted &
Talented Coordinator
Weyerhaeuser High School

When a business springs up in a tiny northern Wisconsin town it's a pretty big story. When students run the business at their high school, the plot thickens. Weyerhaeuser High School students have launched the Blue Hills Manufacturing Partnership LLC (BHMP-LLC), a solar-powered lumber drying entrepreneurial venture that is unique to Wisconsin and is one of only two that we know of in the entire U.S. The "LLC" by the way, means that the students have formed a legal Limited Liability Company that is registered with the state and federal governments.

▲ *Solar kilns under construction.* ▲

In 1993, when lumber prices soared because of the spotted owl controversy, a group of concerned teachers decided to find a way to process lumber which would allow students in a low income area to purchase and use a plentiful, renewable resource. Our initial goal was to teach entrepreneurial skills as well as start some type of industry in Weyerhaeuser which would help promote our small community.

In May 1994, Weyerhaeuser High School became a demonstration site for the Center on Education and Work, UW-Madison's project on the integration of vocational and academic education. Weyerhaeuser High School is now a model school for integration programs in Wisconsin and the nation. Our integration program is one that shows how all classes in a school can relate to one common activity or theme.

At the beginning of the '94-'95 school year, a team of teachers who attended summer training sessions in Madison presented the new integration program to the students. From the start, everyone knew that this was going to be something different. We decided to call our new venture the Blue Hills Manufacturing Partnership after the prominent land feature in our "back yard".

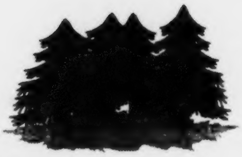
The goal was to include all juniors and seniors and all subject areas in this program. Because of the lack of industry in our area, we decided that the best way to have students experience a school-to-work program was to have them start their own business. Entrepreneurship has always been a part of technology education and economics classes at Weyerhaeuser, but we decided to take it to new heights. In August, 1994, the Technology Education students started construction of three, 18' solar-powered lumber drying kilns, as well as a 16' x 24' lumber storage area.

The operation was meant to be student-run, so we needed volunteers. Jobs were posted and students learned how to organize a resume and letter of application with the assistance of the English teacher. Actual job interviews were held in front of all of the members of the junior and senior classes and videotaped. A president, vice president, production team leader, management team leader, and marketing team leader, as well as seven board members were "hired" and took over the operation. These students then "hired" other students to work on the various projects that were proposed. The student board and officers meet twice a month to set bylaws, determine the operating policies, work on marketing plans and basically run the business.

As an incentive, students earn stock for participation, good grades, attendance, and offices held. They lose stock if they miss too much school, have in-school suspensions, too many detentions, or poor grades. The value of the stock is determined by the success of the business and can be turned in for face value at the time of the class trip or for graduation expenses. Some of the profit will be returned to the business and some will go into scholarships. There are also plans for a variety of "spin-off" businesses that are directly related to this initial program. Some of the other innovative integration activities include:

- The art department organized a logo competition for grades 5 thru 12 so that all students could learn about logos and the BHMP. Art students also worked on the letterhead, business cards, stationery, and painting the logo on our lumber storage area.
- The social studies/civics department now has an actual business to use in the Junior Achievement part of its courses. They also studied Roberts Rules, meeting procedures and the history of Weyerhaeuser as it relates to the logging industry.
- The music department worked on radio and TV spots for marketing ads.
- The math department used graphing from the state-of-the-art temperature and humidity monitoring equipment in the kilns to show real life situations, and worked on geometric shapes in the logo design competition.
- The science department worked with the Department of Natural Resources on forest management studies of our school forests for future use, and pursued other alternative energy sources.
- The family and consumer education teacher incorporated team working skills, safety aspects, and looked at drying other products such as flowers, foods, vegetables, ginseng, or mushrooms.
- The technology education department started a BMHP newsletter, worked on a video production of the entire operation, constructed the kilns and storage area, and also load and monitor the lumber.
- Physical education developed first aid/ safety procedures for the business.
- Business students set up the "books", discussed NAFTA, business letters, and other accounting procedures as they relate to BHMP.

▲ *Richard Manor (right) explains lumber drying process to area businessmen.* ▲



- The English department researched school logos, studied copyrights, and sent letters to politicians describing the use of the grant by the district.
- Chemistry students analyzed the residue from the kilns to determine its content and studied environmentally friendly businesses.

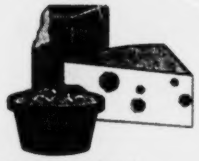
There were also numerous connected activities such as the fifth grade figuring how much concrete it would take for our storage area. Everyone K-12 managed to get involved in some way or another. The key to the plan was taking abstract theory and relating it to a real business. Instead of a new program and more work, we adapted what was already being taught to the new business venture.

The Associated Press, Public Radio, *Lumber & Logging Magazine*, *Home Power Magazine*, *Interface* and numerous newspapers picked up the story which helped generate a great deal of publicity. We invited a number of local business people to a dinner where the BHMP was introduced and explained. The student vice president also presented the program to the local Kiwanis group.

Plans are in the works to have groups of students interview business owners in the surrounding towns and cities to determine hiring practices, job descriptions, wages, and educational requirements for various jobs, then use the information to help direct our three-year school-to-work program.

We took an idea and transformed it into a working operation that will be passed down to future classes indefinitely. We are hoping that our example will be a catalyst for other schools to try similar programs in integration and entrepreneurship.

Food for Thought



For the students currently involved in the Food for Thought program at Sauk Prairie High School, education has taken on a new meaning and a new challenge. This program was developed to offer an alternative learning environment to students who struggle with the traditional educational setting. A typical day in this program is not broken down into separate class periods for each subject area. Rather, it is a sequence of activities which incorporate competencies from multiple content areas, including vocational and academic education. Since the activities are tailored to real life scenarios, the students are able to see the relevance of the education they are receiving and how they will use it in post-secondary life.

> *"I was going to drop out of school because I did not think I would get through anyway. Now, if there is a program like this, I will stay..."*

Prior to participating in the program, all of the students were achieving at levels well below their ability and had poor attendance. Some students were frequently being seen by the vice principal for conduct disorders and at least two students were on the verge of dropping out of school.

Within the initial three months of the program, there were drastic changes. There were no unexcused absences or discipline referrals. Students indicate they are more motivated to actively participate in learning. More importantly, there seems to be an increase in student achievement and self-confidence. Comments such as "I used to be frustrated by math and I felt stupid...now it makes sense and I don't mind doing the work..." and "...I was going to drop out of school because I did not think I would get through anyway. Now, if there is a program like this, I will stay..." are commonly heard. Parents, too are noticing a difference in their children's attitudes towards school in that it is no longer a struggle to get them to go to school, nor do they get the negative reports from school that they were receiving prior to this project.

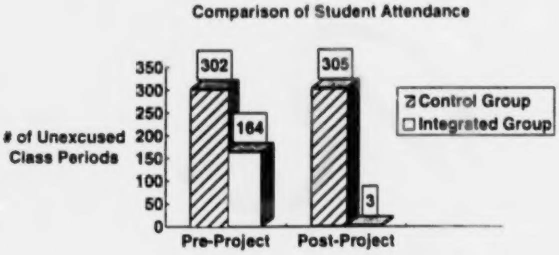
The Food for Thought pilot program focuses on food service, with the culminating event being a student-run, in school breakfast business. This program contains detailed curriculum activities that are foundational, thus allowing for possible growth and expansion into other facets of the food service industry, such as catering, or meal delivery. The possibility of venturing into a gift basket business is also being considered. Observation of the students currently involved has shown an increase in awareness on their part of what they will face once they are out of high school. There has also been an increase in student statements of interest in higher education, either technical school or college. Once the project began and the positive results were noticed, more and more students have been referred to the program by teachers and parents. There have even been self-referrals from students who were not involved in the project initially.

The primary goals of this project were to show that implementing an integrated curriculum would improve attendance, behaviors, and academic achievement. For the sake of comparison, a control group and an experimental group were identified, with the experimental group being the

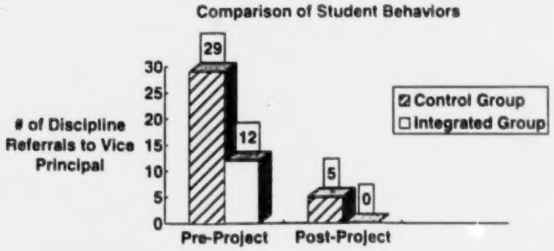
▲ *Students, Jodie Wieneke (left) and Tena Shelby, display holiday catering provided for the residents of Heartland Country Village nursing home in Black Earth, WI.* ▲

Food for Thought students. The number of unexcused absences, number of discipline referrals to the vice principal, and the percent of failed courses were monitored for each group. First and second quarter information was collected. Although the Food for Thought program began with the start of the school year, it did not reach full operation until the second quarter. Therefore, first quarter figures are used as "before" indicators with the second quarter results reflecting results "after" the program's implementation. Results indicated notable improvement for the project's students in all three areas when comparing "before" and "after" figures. Additionally, a significant difference was noted between the two groups.

When comparing attendance records of the two groups, the control group had a total of 302 unexcused class periods during the first quarter—which increased to a total of 305 during the second quarter. The integrated group had 164 unexcused class periods "before" which decreased to 3 "after".

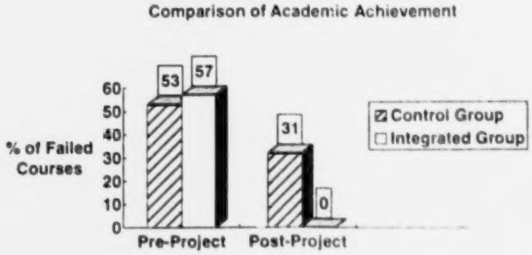


The number of discipline referrals decreased in both groups with a reduction from 29 to 5 in the control group, and a reduction from 12 to 0 in the integrated group.



Academic achievement was measured in terms of the percent of failed courses. Prior to involvement in the Food for Thought project, the experimental group failed an average of 57.4% of their classes while the control group failed an average of 53%. Again, improvement was noted in both the experimental integrated group and the control group with the percent of failed courses being 0% and 31.1%, respectively, during second quarter. In the control group, two students withdrew, truancy was filed with two students, and one student was suspended.

▲ *Students, Addie Nuzback (left) and Marcia Shipley, prepare the popular seller "Breakfast on a Muffin".* ▲



Seventy-eight percent of the Food for Thought students made the honor roll last quarter. As one student commented, "everybody has something to talk about at home now, our grades are so good." Review of the program's positive impact seems to support not only the benefits of a good breakfast, but also the benefits of Food for Thought.

Section 5:

Legislation Related to School To Work Program Accessibility

A. Laws Embracing Common Transition Principles

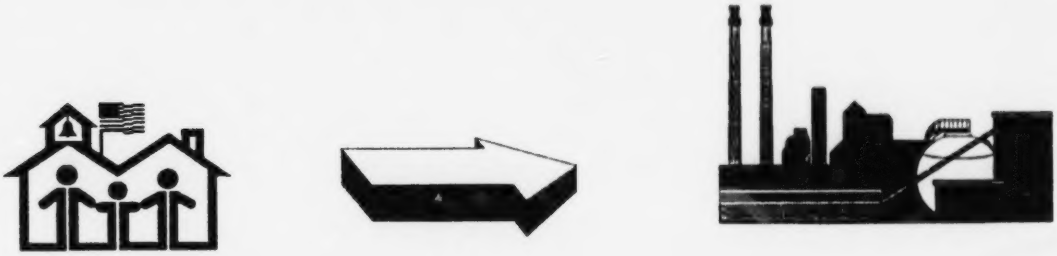
B. The Individuals with Disabilities Education Act's (IDEA) Requirements for Transition Services

C. 25 Milestones: Legislation and Court Decisions Have Helped People with Disabilities Move into the Mainstream.

D. Student Access: A Resource Guide for Educators - including comparison of IDEA & Section 504 of the Rehabilitation Act (Council of Administrators of Special Education)

E. The Americans with Disabilities Act: The Law and its Impact on Postsecondary Education

F. Employment Provisions of the ADA, Section 504 of the Rehabilitation Act, and the Wisconsin Fair Employment Act (ADA Alliances)



A. LAWS EMBRACING COMMON TRANSITION PRINCIPLES

FEDERAL	**STATE**
Individuals with Disabilities Education Act	Children with Exceptional Educational Needs (Sub. V, Chapt. 115)
Rehabilitation Act	Child Labor
Carl Perkins Applied Technology and Vocational Education Act	Education for Employment
Job Training Partnership Act	At-Risk - WTCS Options
School to Work Opportunities Act	Youth Apprenticeship
GOALS 2000: Educate America Act	Developmental Guidance
Higher Education Act	Post-Secondary Options
Fair Labor Standards Act	Tech Prep
Developmental Disabilities Act	County Board Referral

COMMONALITIES

Career awareness, exploration, counseling

Curriculum applied to vocational and functional skills

Curriculum based on functional and employer identified skills

Program based on evaluation

Planned entry to post-secondary education, services, work

Community-based work experiences

Community/work supervision - mentoring

Instruction tied to community experiences

Job finding and matching

Active participation of all agencies, employers, school staff, parents, students in individual program planning

Active participation of all agencies, employers, school staff, parents, students in community-wide services/programs

Collection, analysis and planning of follow-up data of students

Technical assistance/consulting among agencies, employers, parents, school staff

B. The Individuals with Disabilities Education Act (IDEA) Including Transition Service Requirements and Subchapter V, Chapter 115, WI Stats.

WDPI

State (Subchapter V, Chapter 115, Wis. Stats.) and federal (Individuals with Disabilities Education Act) laws require that schools identify students with disabilities and provide them with special education. In Wisconsin, special education is called exceptional educational needs (EEN). Special education is defined as specially designed instruction, provided at no cost to a child or a child's parents, to meet the unique needs of a child with a disability, including classroom instruction, instruction in physical education, and instruction at home and in hospitals and institutions.

The students with disabilities as specified in state and federal law are "any person under the age of 21 years ... with the following conditions ... (who) may require educational services to supplement or replace regular education:

1. Orthopedic impairment
2. Cognitive disability or other developmental disability,
3. Hearing handicap,
4. Visual handicap,
5. Speech or language handicap,
6. Emotional disturbance,
7. Other health impairment,
8. Learning disability,
9. Autism,
10. Traumatic brain injury."

Special education law provides that any child with a disability has the right to a free appropriate public education (FAPE), which meets his or her individual needs, provided by a school district or other public agency in Wisconsin. To create this appropriate education based on individual need, special education law has a built-in formal process through which parents and school personnel, as partners, design and decide upon an appropriate program for each child.

The special education process consists of:

- identifying and referring a child with a suspected disability,
- evaluating to determine whether a child has a disability for which s/he needs special education,
- developing an IEP for a child with a disability, and
- determining a placement within the least restrictive environment (LRE).

Referral

State law requires that a referral process be part of the identification process. The law requires that any licensed personnel working in the public school refer a child if they suspect or have a reason to believe that the child has an exceptional educational need. For example, a physician, nurse, teacher at a state or county residential facility, psychologist, social worker, or administrator of a social agency who has reason to believe that a child has an exceptional educational need must report the child to the school. The parents must be notified before a referral is made.

Once the referral is made, the school has 90 days from the date the referral is received by the district to evaluate, develop an individualized education program (IEP), and offer placement for a child who is determined to have an EEN. If the evaluation determines a child does *not* have exceptional educational needs, the evaluation report will include an identification of the child's non-exceptional education needs; a referral to programs other than special education which the school district offers, which may benefit the child; and information about any other programs and services not offered by the district, which may benefit the child.

Evaluating A Child

Evaluating to assess whether a child has a disability and requires special education is a key step of the special education process. It should be approached very seriously by parents and school districts.

A school district must evaluate every child who is a resident of the district who has not graduated from high school if he or she has been referred for an evaluation and is between the ages of birth and 21. This is done by a multidisciplinary team (M-team) of experts from different fields. The purpose of the M-team evaluation is to determine if the child has a disability that requires special education—in other words, if the child has an exceptional educational need.

Federal regulations define "evaluation" as:

> The procedures used to determine whether a child has a disability and the nature and extent of the special education and related services the child needs. The term means procedures used selectively with an individual child and does not include basic tests administered to or procedures used with all children in a school, grade or class. [34 CFR 300.500(b)]

To determine whether a child has a disability and requires special education, the school district appoints a multidisciplinary team (M-team) to make those professional assessments. State law outlines specific standards for the M-team. The team must have at least two members and can be as large as necessary. There must be at least two experts on the team who are skilled in assessing and programming in the area of the suspected disability. One of these people must be certified to teach children with that disability. If there are two or more suspected disabilities, the team must include a person certified in each disability area.

When a child is evaluated, the following must happen:

- All assessment/evaluation tests and procedures will be appropriately adapted for children with impaired sensory, physical, or speaking skills and will take into consideration age, socio-economic, and cultural background.
- Tests and similar evaluation procedures will be administered in the child's primary language. Unless it is clearly not feasible to do so, all communication with parents will be in their primary language.
- All assessments/evaluations must assess a child's specific abilities, not produce merely a single intelligence quotient (IQ) score.

The M-team must submit a written report to the director of special education or program designee. The report must include

- a list of the disabilities that the M-team found the child to have;
- the M-team's conclusions regarding whether the child needs special education because of a disability;
- if the child's need for occupational or physical therapy was considered, the M-team's conclusions regarding that need;
- a statement that documents the reasons for each of the M-team's findings and conclusions listed above; and
- recommendations regarding which other related services the child may need.

If an M-team finds that a child does not have an EEN, the M-team report must include the following:

- an identification of the child's non-exceptional education needs;
- a referral to any programs, other than special education programs, offered by the school from which the child may benefit; and
- information about any programs and services other than those offered by the school that the M-team is aware of that may provide a benefit to the child.

Designing the Individualized Education Program (IEP)

After an M-team has determined that a child needs special education, the school district must convene a meeting within 30 days with staff and the parents to develop an individualized education program (IEP) for the child. This IEP must detail the special education, related services and assistive technology needed by the child. The IEP is a commitment to services and must be implemented by the district. This meeting must be at a mutually agreeable time and place and all M-team reports must be available to the parent before the IEP meeting.

The special education process requires that the parent, and the child and other agencies who may be responsible for transition services (if transition services are discussed), must be invited to all IEP meetings and the invitation must include

- the date, time, and location of the meeting;
- the purpose of the meeting;
- the names and titles of the meeting's participants; and
- information that a parent may bring other people such as an advocate to the meeting.

If a parent cannot attend a meeting, the district must try to involve the parent in other ways such as individual or conference telephone calls. The district must also ensure that parents understand what is said at these meetings so a translator or interpreter must be included if necessary.

If the other invited agency that is likely to be responsible for providing or paying for transition services does not attend, the district must take other steps to obtain the participation of the other agency in the planning of any transition services.

If the invited student does not attend his/her IEP meeting when transition is being discussed, the district must take other steps to ensure that the student's preferences and interests are considered.

The IEP is a very important document because placement of a child in special education is based on it. It must be reviewed at least annually, and a child's continued participation in special education is based on the IEP review. Because the IEP tailors education programming to a child's unique needs, the IEP must include

- information about the child's present levels of educational performance;
- information about the child's special education needs;
- annual goals and short-term instructional objectives for the child;
- the specific program and services that will be provided, when they will be provided, and how long they will be provided;
- the amount of time the child will participate in regular education;
- a statement of transition services for a child's needs if the child is 16 years of age or older, and younger if appropriate; and
- appropriate objective criteria and evaluation procedures and schedules for determining at least once a year if the short-term instructional objectives are being achieved.

Assistive technology devices and services may be included in the child's IEP as special education, related services, or as supplementary aids and services in the child's regular education classroom.

Parents' suggestions (and for transition planning, student's preferences and interests) must be considered by the school staff developing the IEP. The parents do not have to consent to the IEP but may be asked to sign the IEP to document that they attended the meeting.

Once the IEP is developed, the goals, objectives, percentage of time, or services provided cannot be changed without notifying the parent and arranging an IEP conference with all required persons to discuss the reasons for the change.

The child's IEP must be reviewed and revised periodically but at least once a year. Parents must be invited to the meeting when this is done.

IDEA IEP Transition Requirements

The IDEA transition legislation applies to every student with a disability at least by age sixteen and explicitly requires a process which includes multi-disciplinary and multi-agency responsibilities and coordinated instruction, community experiences, employment objectives and other post-school adult living objectives. Simply stated, this law requires a sharing of transition programming responsibilities among vocational education, employment specialists, post-secondary education, community agencies, and special education. It is clearly not special education's sole responsibility.

The most significant component of the transition legislation is the IEP requirement. IDEA requires that individualized education programs (IEPs) include:

> a statement of the needed transition services for students beginning no later than age 16 and annually thereafter (and, when determined appropriate for the individual, beginning at age 14 or younger), including, when appropriate, a statement of the interagency responsibilities or linkages (or both) before the student leaves the school setting, ... In the case where a participating agency, other than the educational agency, fails to provide agreed upon services, the educational agency shall reconvene the IEP team to identify alternative strategies to meet the transition objectives. (20 U.S.C. 1401(a)(20))

IDEA defines transition services as:

> a coordinated set of activities for a student, designed within an outcome-oriented process, which promotes movement from school to post-school activities, including post-secondary education, vocational training, integrated employment (including supported employment), continuing and adult education, adult services, independent living, or community participation. The coordinated set of activities shall be based upon the individual student's needs, taking into account the student's preferences and interests, and shall include instruction,

> community experiences, the development of employment and other post-school adult living objectives, and, when appropriate, acquisition of daily living skills and functional vocational evaluation.
> (20 U.S.C. 1401(a)(19))

Federal rules and regulations to implement IDEA were promulgated on September 29, 1992 and took effect November 13, 1992. Excerpts from those rules which impact the delivery of transition services follow. Of particular import are these requirements:

1. Assistive technology devices and services **MUST** be provided if the IEP committee determines they are necessary.

2. If the IEP meeting is considering transition services, the student and a representative of any other agency that is likely to be responsible for providing or paying for transition services **MUST** be invited to the meeting.

3. When the IEP meeting is considering transition services, the parent must be notified of the fact and that their child will also be invited.

4. Transition services identified in the IEP **MUST** include "instruction, community experiences, and the development of employment and other post-school adult living objectives," or document why not.

5. Rehabilitation counseling services are related services and must be provided by qualified personnel, when stated by the IEP committee, in individual or group sessions which focus on specified topics.

Transition Content of the IEP

The rules to implement IDEA are now very specific with respect to the process and content of an IEP for any student when transition services are being considered. At least by age 16, all students with disabilities must have transition services planned in their IEPs and the content of the IEPs must "include needed activities in:

- Instruction
- Community Experiences
- The development of Employment and other Post-School Adult Living Objectives;
- and if appropriate, Acquisition of Daily Living Skills and
- Functional Vocational Evaluation."

If the IEP committee determines that "services are not needed in one or more of these areas...the IEP must include a statement to that effect and the basis upon which the determination was made."

IDEA requires that the IEP be the vehicle for transition planning; the transition services and goals are inherent to each student's special education program. Goals and objectives should be outcome based in the transition domains of: home and daily living skills, recreational and leisure needs, community participation, employment and job training, and post-secondary education. These domains essentially constitute a transition curriculum. How they are accomplished is determined by the IEP committee and based on individual need.

Inter-Agency Component of the IEP when Transition is Being Discussed

IDEAs transition process holds school districts responsible to initiate multi-agency transition linkages and coordination through the IEP planning team prior to school exit by

> "inviting a representative of any other agency that is likely to be responsible for providing or paying for transition services" and if they do not attend, the district must "take other steps to obtain the participation of the other agency in the planning of any transition services."

The intent of this regulation is "to address shared financial and planning responsibilities for providing transition services" (O'Leary, E., 1992) among community agencies and to insure that one agency (school) functions as the case manager for the initiation of transition services. Thus, the IEP should be including present and future commitments of services and/or funding by participating agencies. The earlier this planning occurs, the less duplication of services will occur, the earlier the services will be provided, and hopefully, the better the post-school outcomes will be for the students.

> "If a participating agency fails to provide agreed upon transition services contained in the IEP of a student with a disability, the public agency responsible for the student's education shall, as soon as possible, initiate a meeting for the purpose of identifying alternative strategies to meet the transition objectives, and if necessary, revising the student's IEP. Nothing in this part relieves any participating agency, including a State vocational rehabilitation agency, of the responsibility to provide or pay for any transition service that the agency would otherwise provide to students with disabilities who meet the eligibility criteria of that agency." 34 CFR 300.347

Systematic, consistent and effective multi-agency participation in the IEP process is only achieved through the establishment of administrative level interagency committees and agreements. The comment section of the regulations makes it clear that the task of eliciting community agency participation is the responsibility of school administration, not teachers. Whenever community agency representatives are invited to the IEP meeting, parents must be notified in the IEP notice and must also be notified that their child will be invited. Many agencies which serve individuals with disabilities are required by legislation to develop service plans for their clients. The vocational rehabilitation agency, pursuant to the Rehabilitation Act, must develop an individualized written rehabilitation program (IWRP); the developmental disabilities agency must develop an individual services plan (ISP) under the Social Security Act; the Job Training Partnership Act (JTPA) program must develop an employment training plan; and the mental health agency must write an individual treatment plan (ITP). If the IEP were coordinated with these varied human service plans, true transition programming and cohesive and comprehensive service delivery would be the result.

Evaluation Component of the IEP

Individual student assessment is a critical component of the IEP requirements. Evaluation of the student occurs in two places on the IEP: under "present levels of educational performance" and in the evaluation component to each objective ("evaluation criteria, evaluation procedures, and evaluation schedule"). This is often the weakest area of IEPs and is a serious flaw when attempting to plan a student's transition in the absence of accurate and current student performance data. IDEA requires that the transition services designed within the IEP be "based on the individual student's needs, taking into account the student's preferences and interests..." These two evaluation sections of the IEP ("present levels of educational performance" and the evaluation plan for each objective) are a natural section within which to report the "student's needs" and "preferences and interests."

"Present levels of educational performance" should be reported as a quantifiable measure of the student's achievement level related to the stated goal. Many times these levels of performance must be determined by **functional** and ecological assessment in the natural setting where they are to be demonstrated. Similarly, vocational, social, medical and other evaluations should be done and reported in the context of the IEP objectives, not as separate procedures. The IEP requires that "evaluation procedures" be described, "objective criteria" for accomplishing the objectives be stated, and "schedules" for evaluating the objectives be set up. All evaluation results must then be reviewed annually by the IEP committee to determine the success of the student's program, to revise procedures where necessary, and to involve internal or external resources when necessary to accomplish transition goals. Utilizing the IEP in the intended manner thus obviates duplicative reports and evaluations, maintains a longitudinal record of the student's progress in all areas of educational, vocational and related services, and serves as a communication instrument when linking students with post-school services and placements.

The following outline discusses required IEP content and gives suggestions for addressing specific components in relation to transition issues. **Bold type indicates IDEA mandates.**

IEP COMMITTEE TRANSITION CONSIDERATIONS FOR ALL STUDENTS AGED 16 AND ABOVE AND BELOW AGE 16 WHERE TRANSITION PLANNING IS APPROPRIATE

I. Required content of an IEP

A. A statement of the child's present levels of educational performance

B. A statement of annual goals

C. Short-term instructional objectives to meet goals

D. A statement of the specific educational services to be provided

E. A statement of the related services to be provided:

1. Transportation
2. Developmental, corrective and other supportive services
3. Speech pathology
4. Audiology
5. Psychological services
6. Physical therapy
7. Occupational therapy
8. Recreation (including therapeutic recreation)
9. Early identification and assessment of disabilities
10. Counseling services
11. Medical services for diagnosis or evaluation
12. Social work services in schools
13. Rehabilitation counseling services
14. Parent counseling and training
15. School health services

F. Extent to which child will be able to participate in regular educational programs

G. A statement of the needed transition services to students beginning no later than age 16

1. When appropriate for the individual, a statement of the interagency responsibilities or linkages (or both) before the student leaves the school setting
2. If a participating agency other than the district fails to provide agreed upon services, the IEP team must reconvene and identify

alternative strategies to meet the transition objectives
3. **Instruction**
4. **Community experiences**
5. **Development of employment objectives**
6. **Development of post-school adult living objectives**
7. **When appropriate, acquisition of daily living skills**
8. **When appropriate, functional vocational evaluation**

H. The projected date for initiation of services

I. The anticipated duration of services

J. Appropriate objective evaluation criteria to determine at least annually if instructional objectives are being achieved

K. Appropriate evaluation procedures to determine at least annually if instructional objectives are being achieved

L. Appropriate evaluation schedules to determine at least annually if instructional objectives are being achieved

II. Suggestions for IEP Committee Composition when Transition is being Considered

A. Consumer

1. **Student** (Required to be invited)
2. **Parent(s)/Guardian** (Required)
3. Advocate

B. School

1. **Special Education Teacher(s)** (Required)
2. **Representative of the public agency** - (required) Special education or other district administrator
3. Vocational Education Teacher
4. Vocational Education Administrator (LVEC)
5. Speech/Language Therapist (Required if student in speech/language program)
6. Physical and/or Occupational Therapist
7. Psychologist
8. Social Worker
9. E4E Coordinator
10. Guidance Counselor
11. Designated Vocational Instructor

12. Orientation and Mobility Specialist
13. Interpreter
14. Aide
15. Nurse
16. Program Support Teacher
17. JTPA Teacher
18. Other ____

____

C. **Non-School Community Agency** (Required to be invited when transition is being considered and that agency is likely to be responsible for providing or paying for transition services) ***parent notice required***

1. DVR Counselor
2. WTCS Representative or college counselor
3. Residential Services Provider
4. Employment Services Provider
5. Employer
6. Developmental Training Provider
7. Mental Health Representative
8. Adult Services Case Coordinator
9. DCS Case Manager
10. JTPA Representative
11. Physician
12. Independent Living Center Representative
13. Other ____

____

III. What constitutes the "**transition services**" which must be addressed in the IEP?

A. **A coordinated set of activities for a student, designed within an outcome-oriented process**

B. **The process promotes movement from school to:**

1. **post-school activities;**
2. **post-secondary education;**
3. **vocational training;**
4. **integrated employment (including supported employment);**
5. **continuing and adult education;**
6. **adult services;**
7. **independent living; and**
8. **community participation.**

C. The coordinated set of activities must

1. **be based upon the individual student's needs;**
2. **take into account the student's preferences and interests;**
3. **include instruction;**
4. **include community experiences;**
5. **include the development of employment objectives;**
6. **include the development of other post-school adult living objectives;**
7. **include, when appropriate, acquisition of daily living skills; and**
8. **include, when appropriate, functional vocational evaluation"**

IV. What are examples of appropriate transition curriculum domains from which to develop **"a coordinated set of activities for a student?"**

A. Community participation skills
B. Personal and daily living skills
C. Recreation and leisure skills
D. Vocational and career skills
E. Post-secondary education skills

V. Identify "Coordinated Sets of Activities Based Upon Student's Needs, Preferences and Interests"

A. **Instruction** (Required) - Suggested Curricular Areas

1. Financial Management
2. Career and Vocational Education
3. College Preparatory
4. Daily Living Skills (When Appropriate)
5. Recreation, Leisure Skills
6. Transportation, Mobility
7. Self-advocacy
8. Job Finding
9. Personal/Family Relationships
10. Higher order cognitive development
11. Literacy
12. Occupation specific
13. Employability skills
14. Use of technology, equipment, tools
15. Social skills
16. Communication skills
17. Crisis management, decision making

B. **Community Experiences** (Required) - Suggested Activities

1. Work-study
2. Youth Apprenticeships
3. Job Shadowing
4. Work Site Visitations and Presentations
5. Public Transportation Experiences
6. Shopping Experiences
7. Recreation Experiences
8. College and Technical School Experiences, Visits
9. Apartment/House Management Experiences (Maintenance, Financial, Domestic, Personal Skills)
10. Adult Service Agency Experiences
11. Volunteer Experiences - Youth Service
12. Child Care
13. Community counseling
14. Application assistance for grants, loans, scholarships
15. DVR services
16. Industry/employer linkages
17. JTPA employment programs
18. Job trials
19. College, technical school enrichment programs
20. Community adult service program visits
21. Mental health agency services
22. Banking and ATM experiences
23. Voter registration, voting experiences
24. Income tax form instruction
25. Use of public services - recycling, garbage collection, etc.
25. Use and training of personal care attendant

C. **Functional Vocational Evaluation** (required when appropriate)

1. Interests, preferences
2. **Real** Work Sample Assessment
3. Situational Assessment
4. Curriculum-based Assessment (Make Sure the Curriculum is Relevant)
5. Evaluate need for specific assistive devices
6. Functional math, reading, writing, language skills
7. Following directions
8. Behavior
9. Learning style
10. Strengths
11. Natural supports needed
12. Work history

13. Social skills
14. Communication
15. Work endurance
16. Medical/physical management/medication
17. Transportation, mobility needs
18. Financial concerns - SSI, etc.
19. Past education/training
20. Job seeking skills
21. Family involvement
22. Community agency involvement

D. **Integrated Employment Objectives** (Required) - Suggested Options

1. Competitive Employment - No Support
2. Competitive Employment - On the Job Training
3. JTPA Programs
4. District Co-op Programs
5. Work-study
6. Youth Apprenticeships
7. Junior Achievement
8. Entrepreneurial Model
9. Job Corps
10. Supported Employment
11. School Based Training
12. Transitional or Time-Limited Employment Training
13. Supported Job - Subminimum Wage (Approval through DILHR)
14. Supported Job
15. Enclave Model
16. Mobile Work Crew
17. Full-time/Part-time
18. Job Sharing
19. Job Creating
20. Job Placement Services
21. Job Matching
22. Job Counseling

E. **Post-school Adult Living Objectives** (Required)

1. Independent Living - No Support
2. With Roommate
3. With Family or Relative
4. Semi-independent Living Services
5. Supervised Apartment
6. Group Home - Specialized Training

7. Intermediate Care Facility (ICF) - On-going support
8. Waivered Services
9. Adult Foster Care
10. Adult Nursing Home

F. **Daily Living Skills (When Appropriate) - Suggested Curricular Areas**

1. Self-advocacy, Assertiveness Training, Legal Rights
2. Parenting
3. Community Resource Utilization
4. Citizenship - Awareness, Participation
5. Money Management
6. Meal Preparation
7. Housekeeping and Maintenance
8. Self Care - Hygiene
9. Recreation, Leisure
10. Purchasing Food and Clothing
11. Communication
12. Use of public transportation
13. Driver education
14. Social skills
15. Use of personal car attendant
16. Use of adaptive technology to increase independence
17. Instruction in SSI benefits, PASS, participating in IWRP and IEP development

VI. Develop Programming for the Following Anticipated **"Post-School Outcomes"**

A. **Integrated Employment**

1. Assessment of needs, preferences and experiences
2. None Due to Expected Enrollment in Post-Secondary Education
3. Competitive Employment (No Need for Support)
4. Competitive Employment (Time-Limited Support)
5. Supported Employment (Infrequent Support)
6. Supported Employment (Daily Support)
7. Other (Describe) ______________________________

____

B. **Post-Secondary Education or Training**

1. None Due to Expected Post-Secondary Employment
2. Community College or University (No Need for Support)
3. Community College or University (Needs Support)

4. Technical/Trade School (Needs No Support)
5. Technical/Trade School (Needs Support)
6. **Adult Education** Class(es) (No Need for Support)
7. **Adult Education** Class(es) (Needs Support)
8. **Adult Education** Class(es) (Special Class)
9. Specialized Training
10. Community Based Training
11. On the job training
12. Other (Describe) ______________________________
____

C. Residential

1. With Parents or Relatives
2. Independent Living (No Need for Support)
3. Independent Living (Time-Limited Support)
4. Independent Living (Ongoing, But Infrequent Support)
5. Independent Living (Daily Support)
6. Supervised Apartment
7. Group Home Living (Supervision)
8. Group Home Living (Supervision and Training)
9. Group Home Living (Skilled Nursing)
10. Other (Describe) ______________________________
____

VII. "Statements of Interagency Responsibilities and/or Linkages Before the Student Leaves the School Setting"

This transition requirement of IEPs poses a dilemma for IEP committees for two reasons: 1) the IEP format does not lend itself to the inclusion of such statements and; 2) school districts are not in a position to dictate other agencies' responsibilities to them. In order to remedy the shortcoming of the existing IEP form and formats, sample IEP interagency linkage forms have been included in the appendix. Whatever form is utilized must be part of the entire IEP and completed as part of the IEP committee meeting.

The solution to the second dilemma, collaborative IEP planning, can only be resolved by the first step in any transition model - the development of formal administrative interagency agreements which will have defined roles, responsibilities, commitments and process for IEP participation for transition services. Essentially, an IEP committee cannot commit another agency's services unless the "participating agency" has "agreed" to provide them, or the district is willing to assume the responsibility for the services if the other agency "fails to provide" them.

The logical method for stating interagency responsibilities and linkages is to have representatives from those agencies participate in the IEP development. Unless teaching staff or DVIs have been designated with the authority to contact community agency staff for IEP participation, the director of special education or other administrator should be appointing the IEP committee (including agency staff), and notifying the parent of the participants at the IEP meeting.

In the absence of direct participation in the IEP by agency staff, the IEP committee should, at the least, establish "linkages" with appropriate community service agencies. Such linkage statements might be made by the IEP committee under "goals," "objectives," or under a discrete IEP section on "statements of interagency responsibilities and linkages" as designed in the appendix. Sample statements, depending on individual needs might be:

Interagency Linkages

"A notice to the County Mental Health Board will be sent on June 1, stating that John Doe is 16 years old, is not expected to be enrolled in school two years from now and may require mental health services at that time."
ss 115.85(4)

Goal - Student will be accepted for the next fall semester at MATC in the Practical Nursing Program.

Objective - Student will meet with high school counselor to determine protocol for MATC application.

Objective - Student will have completed all requirements for high school graduation and MATC prerequisites.

Objective - Student will meet with the transition specialist at MATC, complete required forms and shadow a student in the Practical Nursing Program for 5 days.

Objective - Student will take and pass the MATC admissions test for the Practical Nursing Program with specific test administration modifications to accommodate her disability.

Statement of Interagency Responsibility

DVR will evaluate the need for, train the student and staff in the use of, and fund the acquisition of a laptop computer with software which will enable the student to be successful in schoolwork at MATC despite a learning disability in written language.

Potential Agencies to Participate on the IEP Committee:

School
Wisconsin Technical College
University or college
Proprietary School
Job Service
Private Industry Council
Job Corps
Employer
Armed Forces
Division of Vocational Rehabilitation Agency
County Developmental Disabilities Board
County Mental Health Board
County Social Services
Social Security Administration
Justice System
County/city Recreation Department
County medical/nursing services
City/County public transportation

VIII. How might **"work experience in integrated settings"** be included on the IEP?

A. All work experience, hours, wages and Workers Compensation insurance coverage for all students must comply with state and federal labor (FLSA) laws.

1. Students must be aged 16
2. Students must have a work permit
3. Parents must approve

B. All work/study programs must comply with the Compulsory School Attendance Law, s.118.15 and the Education for Employment Standard, ss. 121.02(1)(m).

1. Work experience during the school day must

    a) lead to high school graduation (credits must be awarded);
    b) be supervised by licensed teachers; and
    c) be paired with instruction.

2. Transportation between work and school must be provided at no cost to the student with disabilities or the parents.

3. All work/study programs for all students must include:

    a) the practical application of basic skills
    b) career exploration which is not sex-role stereotyped
    c) school supervised work experience
    d) employability skills instruction
    e) the study of practical economics
    f) grades 9-12 accessibility to market-based vocational curriculum
    g) integration with other programs in the school and with other agencies in the district

C. The IEP committee must **justify "removal from the regular education environment"** when designing a community based work experience for a student.

D. An "**annual goal**" must address the specific vocational or career skill which is to be achieved through the work experience.

E. The "**present levels of educational performance**" related to the vocational skill goal must be documented and must demonstrate the "individual student's needs" for services in that area. This could be accomplished through a **functional vocational evaluation**, a curriculum based vocational evaluation, or a vocational preference evaluation, but should be quantifiable and replicable. In addition, for 16 year olds and above, this component of the IEP could be used to report the student's "**preferences and interests**" in the vocational/career area. If it is a continuation goal from the previous IEP, it could be extrapolated from the previous IEPs short-term objectives' evaluation outcomes.

F. The IEP committee must list **short-term objectives**, ideally sequential, which will enable the student to accomplish the vocational skill goal. The objectives must allude to the work experience, what instruction is being provided, and what employment outcome is desired. The instructional objectives must be stated in such a way as their accomplishment can be measured.

G. The IEP committee must develop an evaluation plan for every objective, which states what the criterion of success is, how it will be measured and when it will be measured. ("**objective evaluation criteria, evaluation procedures and evaluation schedule**")

H. The IEP committee must state what **specific educational services** will be provided to meet this annual vocational/work goal. Examples could be:

1. Job finding and placement by the work/study coordinator in the district;

2. Securing a job training program through the Private Industry Council and local Job Training Partnership Act coordinator;

3. Providing vocational coursework, in the district or the local WTCS, which relates to the student's job placement.

I. The IEP committee must state the **related services** the student will need in order to benefit from the special education program. Examples of related services which might be necessary to reach the vocational goal are:

1. Under "rehabilitation counseling services," group instruction, provided by the DVR counselor, on available community jobs and DVR services which can assist students in accessing and keeping them;

2. Under "developmental, corrective and other supportive services," securing a special minimum wage license from DILHR for the student;

3. Under "transportation," providing cab fare or bus passes for the student to get to the community work site;

4. Under "parent counseling and training," inservices and worksite visitations for reluctant parents to demonstrate the feasibility of community integration and employment for their child with disabilities.

IX. How does an IEP committee go about their task of stating "**needed transition services, and interagency responsibilities or linkages**" for this example of a work experience?

A. The IEP committee must state the transition services the student needs. Examples of "**coordinated sets of activities**" in this area of vocational training will require IEP committee participation from the respective vocational experts (vocational instructor, LVEC, DVI, DVR, WTCS counselor, JTPA teacher, etc.) and are:

1. Enrollment in the district's Tech Prep program (coordinated between the WTCS and district);

2. On-the-job training supervised by DVR and paired with instruction from the special education program;

3. Enrollment in a district's cooperative business program with linkage support from the designated vocational instructor (DVI) and special instruction from the special education program.

B. How other agencies participate in the IEP development needs to be established by administrative agreements among those agencies and the district. **Linkages** can be addressed on the IEP by statements indicating that referrals will be made on specific dates to appropriate agencies, consultation with involved agencies will occur on a periodic basis, etc. Such statements could be made under IEP headings of "objectives, related services or action taken." Examples of **interagency responsibilities and linkages** in the area of vocational skills are:

1. IEP referral to a County Developmental Disabilities board of a 16 year old who is "not expected to be enrolled in an educational program 2 years from the date of the report and may require services" of "special living arrangements" from that board. ss. 115.85(4);
2. Commitment from the WTCS transition specialist to assist the EEN student who is enrolled in the high school and taking a vocational class at the WTCS part-time;
3. Commitment from the DVR counselor to assess the EEN student to determine eligibility for DVR services;
4. Commitment from the Developmental Disabilities Office to provide legal services to the student and insure that social security benefits are in place.

Placing a Child in the Least Restrictive Environment

Least restrictive environment (LRE) is a key idea underpinning the special education process. Often the best way to define something is to show how it should operate. That being the case, saying every child with a disability has a right to be educated in the "least restrictive environment" means each child should

- be educated to the maximum extent appropriate with children who are not disabled;
- only be removed from regular education when the nature or severity of the disability is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily;
- participate, to the maximum extent appropriate given the child's individual needs, with nondisabled children in extracurricular activities, including meals and recess periods;
- be educated in the school which the child would attend if not disabled unless required by the IEP;
- be educated as close to the child's home as possible; and
- have a continuum of alternative placements available.

The district must consider any harmful effects on the child or on the quality of services the child needs. A child's placement in special education must be based on the IEP and must conform to the LRE requirements. The district must notify the parent in writing of its placement decision; and for the initial placement the parent must have given written consent before placement can happen. After the first placement, annual placement notices will be sent to the parent based on the annual IEP review.

A child may be educated in the home or a hospital only with a physician's statement that the child is unable to attend school.

The placement offer developed to implement the IEP is done in two parts.

The first part of the placement offer is developed by a group of people named by the director of special education or program designee for the district. This group of people identifies the type of special education delivery model and level which would implement the IEP. As the group makes its decision, it must consider and document any potential harmful effect on the child or on the quality of services that the child needs, as well as other concerns, as follows:

- To the maximum extent appropriate, a child with EEN must be educated with children who do not have EEN.
- Special classes, separate schooling, or any other program that would remove a child with EEN from the regular educational environment may only be included when the nature and severity of the child's disability is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily.
- Alternative programs that are needed to implement the child's IEP must be available.
- Appropriate nonacademic and extracurricular services and activities must be provided.

After the first group has made its decisions, a second group, including the director/designee will complete the placement offer. The second part of the placement offer identifies the specific location of the placement; that is, where the program will be provided. The director/designee must consider these requirements:

- Unless the IEP of a child with EEN requires a different arrangement, the child will be educated in the school he or she would attend if not a child with EEN.
- Special education and related services must be provided as close as possible to the child's home.
- A child with EEN may only be placed at home or in a hospital with a physician's written statement that the child is unable to attend school.

Once the placement offer is developed, it will be given or sent to the parents. If this is a child's first placement in special education, the parents will be asked to give their consent for placement. Consent is voluntary and parents may refuse to give it. The parent's original consent continues in effect unless it is revoked in writing. Consent is not required for future changes in placement, but the parents must be informed about those changes before they happen.

If the district does not have an appropriate placement in the district, it must offer to place the child in another public school program in the state as near as possible to the child's home. If no such program is available in the public schools in the state, the district must offer to place the child in a public school program outside the state or in a private school. Any placement will be done at no cost to the parents. Before they can be made, out-of-state or private placements require the approval of the state superintendent.

25 Milestones

C. Legislation And Court Decisions Have Helped People With Disabilities Move Into The Mainstream

By John M. Williams

The passage of the landmark Americans with Disabilities Act (ADA) reflects a national historic commitment within the United States to provide all of its citizens with equal protection under the law. The ADA is the latest in a series of regulations and court decisions intended to provide people with disabilities equal access to their community and country. Many of these laws and judicial actions have served as a cornerstone for the ADA and will provide impetus for future activists. Equal Opportunity Publications, celebrating 25 years of publishing, is proud to note 25 of these accomplishments in the hopes of encouraging our readers to continue the fight to bring pride and promise to all people with disabilities.

1. **The Wagner-Peyser Act of 1933**, as amended, authorizes establishing and operating a federal-state employment security system to help individuals find jobs and assist employers in locating qualified workers. Amendments to the act in 1954 expanded the program by requiring every local employment service office to designate at least one staff member to help individuals with severe disabilities locate training resources and suitable employment.
2. **The Fair Labor Standards Act of 1938**, as amended, includes special provisions governing employment of people with disabilities in sheltered workshops and similar work settings.
3. **The Housing Act of 1964** amends Section 202 of the Housing Act of 1959 to extend housing loans to people with disabilities.
4. **The Social Security Amendments of 1965** authorize special project grants for the development of comprehensive materials and child health care services and grants for multidisciplinary training of specialists to work with children having disabling conditions.
5. **Amendments to the Social Security Act of 1935 passed in 1966** direct the Secretary of the then Health, Education and Welfare Department to establish an advisory council to study the question of providing health insurance to Social Security beneficiaries who have disabilities.
6. **The Architectural Barriers Removal Act of 1968** requires most buildings and facilities designed, constructed, or altered with federal funds after 1969 to be accessible to persons with physical disabilities.

7. **Section 503(a) of the Rehabilitation Act of 1973** specifies that any contract in excess of $2,500 entered into by any federal department or agency for the procurement of personal property and nonpersonal services for the U.S. shall contain a provision requiring that in employing persons to carry out such contract, the party contracting with the U.S. shall take affirmative action to employ and advance in employment qualified individuals with disabilities.

8. **The Amtrak Improvement Act of 1973** establishes the National Railroad Passenger Corporation, which is to take all steps necessary to ensure that people with disabilities are not denied intercity transportation on any passenger train operated by or on behalf of the corporation.

9. **The Developmental Disabilities Assistance Act of 1975** authorizes grant support for planning, coordinating, and delivering special services to persons with developmental disabilities.

10. **The Copyright Act of 1975** notes that Braille copies of materials are exempted from the statutory restriction against the importation of nondramatic, English language works not produced in the U.S. and Canada.

11. **The Food Stamp Act of 1977** authorizes the issuance of stamps at no cost to eligible individuals or families, and established uniform national eligibility standards.

12. **The Civil Rights Commission Act Amendments of 1978** expand the jurisdiction of the Civil Rights Commission to include protection against discrimination on the basis of disability.

13. **The Civil Service Reform Act of 1978** mandates sweeping reforms in the employment practices of the federal government. Agency heads are to employ reading assistants for employees who are blind and interpreting assistants for deaf employees, when such services are necessary to enable people with disabilities to perform their work. Interpreters or reading assistants not assigned by the agency are permitted to receive pay for their services, either from the employee or from a nonprofit organization.

14. **The Federal Advisory Committee Act** is amended in 1980 to permit the employment of personal assistants for federal employees with disabilities at their office and while traveling.

15. **The Food Security Act of 1985** expands the definition of "disabled" to include SSI recipients and those people receiving other government disability benefits.

16. **Baker et. al. v. Department of Environmental Conservation, 1986**—The court rules that people with disabilities must have "meaningful access" to parks and, therefore, granting special permission for persons with disabilities to use motorized vehicles is not required.

17. **The Air Carrier Access Act of 1986** prohibits discrimination against "any otherwise qualified handicapped individual."

18. **The Enactment of the Tax Reform Act of 1986** makes the $35,000 deduction for businesses removing architectural and transportation barriers to people with disabilities a permanent part of the tax code.

19. **Schuett Investment Co. v. Anderson, 1986**—The court rules that where a lease violation is casually related to a tenant's disability, a landlord receiving federal funds is obligated to make a reasonable accommodation.

20. **Grimaldo v. Continental Wingate Co., Inc., 1987**—Jeffrey Bolthouse and Miguel Grimaldo claim that they had been denied federally subsidized apartments because of their disabilities. Bolthouse has schizophrenia and Grimaldo has cerebral palsy and uses a wheelchair. The plantiffs seek injunctive relief, but the only question before the court at the time is whether or not to grant a preliminary injunction requiring that the defendants allow them to move into the apartments. The plantiffs establish a strong likelihood of success on the merits of housing discrimination and the court grants their motion for a preliminary injunction.

21. **Anderson v. University of Wisconsin, 1988**—The court may determine whether a university improperly discriminates against a student on the basis of a disability, but not whether a student might succeed academically despite the university's unbiased determination that he or she would not.

22. **Honig v. Doe, 1988**—The decisions of the case include that the Education of the Handicapped Act prohibits a school from unilaterally expelling students with disabilities because of a disability-related behavior; and school officials may seek a court injunction to prevent students with disabilities who are a danger to themselves or others from attending school.

23. **Rothschild v. Grottenhaler, 1989**—The school district must provide an interpreter for parents who are deaf at school-sponsored conferences.

24. **Davis v. Frank, 1989**—The U.S. District Court for the Northern District of Illinois rules that the U.S. Postal Service violates the Rehabilitation Act when it

decides to deny Karen Davis, an applicant who is deaf, a clerk's position based on her disability.

25. **The Americans with Disabilities Act (ADA)—** Title I of the law specifies that an employer, employment agency, labor organization, or a joint labor-management committee may not discriminate against any qualified individual with a disability regarding any term, condition, or privilege of employment. Title I went into effect in July 1992 covering employers with 25 or more employees. In 1994, employees with 15 or more employees are covered.

Title II specifies that no qualified individual with a disability may be discriminated against by a department, agency, special purpose district, or other instrumentality of a state or local government. Title II includes specific requirements applicable to public transportation provided by public transit authorities. Title II became effective in January 1992.

Title III specifies that individuals shall not be discriminated against in the full and equal enjoyment of the goods, services, facilities, privileges, advantages, and accommodations of any place of public accommodation operated by a private entity on the basis of a disability. Title III became effective in January 1992.

Title III also prohibits discrimination in public transportation services provided by private entities, including the failure to make new over-the-road buses accessible within five years from the date of enactment for large providers and six years for small providers. Title III's regulations were issued in January 1992.

Title IV specifies that telephone services offered to the general public must include interstate and intrastate communication relay services so that such services provide individuals who use nonvoice terminal devices (such as persons who are deaf) with opportunities for communications that are equivalent to those services offered to persons able to use voice telephone. Regulations for Title IV become effective in February 1993.

Title V includes miscellaneous provisions including a construction clause explaining the relationship between the provisions in the ADA and the provisions in other federal and state laws; a construction clause explaining that the ADA does not disrupt the current nature of insurance underwriting; a prohibition against retaliation; a clear statement that states are not immune from actions in Federal Court for a violation of the law; a directive to the Architectural and Transportation Barriers Compliance Board; and authority to award attorney's fees. ◊

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D. STUDENT ACCESS

A RESOURCE GUIDE FOR EDUCATORS

SECTION 504 OF THE REHABILITATION ACT OF 1973

CASE

COUNCIL OF ADMINISTRATORS
OF SPECIAL EDUCATION, INC.

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INTRODUCTION

Section 504 of the Rehabilitation Act has been with us since 1973. For many years its main thrust has been in the area of employment for individuals with handicaps and for members of minorities. However, within the last several years, the Office for Civil Rights (OCR), charged with enforcement of Section 504, has become pro-active in the field of education of handicapped individuals. Advocacy organizations and the legal system likewise have increasingly focused on Section 504's requirements to insure the education system provides the full range of special accommodations and services necessary for students with special needs to participate in and benefit from public education programs and activities. The following information focuses upon the instruction issues of Section 504 (Subpart D), and not upon employment practices.

Section 504 prohibits discrimination against handicapped persons, including both students and staff members, by school districts receiving federal financial assistance. This includes all programs or activities of the school district receiving federal funds, regardless of whether the specific program or activity involved is a direct recipient of federal funds. Included in the U.S. Department of Education regulations for Section 504 is the requirement that handicapped students be provided with a free appropriate public education (FAPE). These regulations require identification, evaluation, provision of appropriate services, and procedural safeguards in every public school in the United States. However, many schools remain unclear in their understanding of this powerful law and limited in their capacity to fully implement its requirements.

All individuals who are disabled under the Individuals with Disabilities Education Act (IDEA) are also considered to be handicapped and therefore protected, under Section 504. However, all individuals who have been determined to be handicapped under Section 504 may not be disabled under IDEA. These children require a response from the regular education staff and curriculum. With respect to most handicapped students, many aspects of the Section 504 regulation concerning FAPE parallel the requirements of the Individuals with Disabilities Education Act (formerly the Education of the Handicapped Act) and state law. In those areas, by fulfilling responsibilities under the IDEA and state law, a district is also meeting the standards of the Section 504 regulations.

However, in some other respects the requirements of the laws are different. There are some students who are not eligible for IDEA services but who nevertheless are deemed handicapped under Section 504, and to whom a district may therefore have responsibilities. For the purpose of clarification in this paper, the term "handicapped" refers to students who are protected under the regulatons of Section 504 only; the term "disabled" is reserved for students who are eligible for services under IDEA.

The IDEA defines as eligible only students who have certain specified types of disabilities and who, because of one of those conditions, need special education (specially designed instruction). Section 504, on the other hand, protects all handicapped students, defined as those having any physical or mental impairment that substantially limits one or more major life activities (including learning). Section 504 covers all students who meet this definition, even if they do not fall within the IDEA enumerated categories and even if they do not need to be in a special education program.

An example of a student who is protected by Section 504, but who may not be covered by the IDEA, is one who has juvenile arthritis but who is not eligible for special education and related services through IDEA. Such a student has a health impairment but may not be covered by the IDEA if he is not eligible to receive specially designed instruction (special education). However, the student is handicapped for purposes of Section 504. A similar example might be a student with acquired immune deficiency syndrome (AIDS). Students with attention deficit disorder (ADD) or emotional/behavioral difficulties provide other examples. Such students may not meet the criteria for IDEA categories such as learning disabled, other health impaired, or emotionally disturbed. However, if their disorders or conditions substantially limit their ability to function at school, they are handicapped within the meaning of Section 504 and must be provided with the accommodations and special services necessary to benefit from FAPE.

If a district has reason to believe that, because of a handicap as defined under Section 504, a student needs either special accommodations or related services in the regular setting in order to participate in the school program, the district must evaluate the student; if the student is determined to be handicapped under Section 504, the district must develop and implement a plan for the delivery of all needed services. Again, these steps must be taken even though the student is not covered by the IDEA special education provisions and procedures.

What is required for the Section 504 evaluation and placement process is determined by the type of handicap believed to be present, and the type of services the student may need. The evaluation must be sufficient to accurately and completely assess the nature and extent of the handicap, and the recommended services. Evaluations more limited than a full special education evaluation may be adequate in some circumstances. For example, in the case of the student with juvenile arthritis, the evaluation might consist of the school nurse meeting with the parent and reviewing the student's current medical records. In the cases of students with ADD, current psycho-educational evaluations may be used in combination with appropriate medical information if such evaluation assessed the ADD issue. In other cases, additional testing may be necessary.

The determination of what services are needed must be made by a group of persons knowledgeable about the student. The group should review the nature of the handicap, how it affects the student's education, whether specialized services are needed, and if so what those services are. The decisions about Section 504 eligibility and services must be documented in the student's file and reviewed periodically.

For the student with juvenile arthritis, Section 504 services might be the provision of a typing course and use of a typewriter/word processor to improve writing speed or to provide a less painful means of writing. For the student with AIDS, Section 504 services might be the administration and monitoring of medication, or a class schedule modified to address the student's stamina. For a student with ADD, services might include modification in the regular classroom, special assistance from an aide, a behavior plan, counseling, and/or the monitoring of medication.

It should also be noted that, under Section 504, the parent or guardian must be provided with notice of actions affecting the identification, evaluation, or placement of the student and are entitled to an impartial hearing if they disagree with district decisions in these areas. For handicaps covered only by Section 504 and not the IDEA, a Section 504 hearing will have to be made available.

In summary, it is important to keep in mind that some students who have physical or mental conditions that limit their ability to access and participate in the education program are entitled to rights (protection) under Section 504 even though they may not fall into IDEA categories and may not be covered by that law.

It is also important to realize that Section 504 is not an aspect of "special education." Rather, it is a responsibility of the comprehensive general public education system. As such, building administrators and superintendents of schools are responsible for its implementation within districts. Special education administrators are participants but are not ultimately the responsible LEA administrators.

The Council of Administrators of Special Education (CASE) has organized or developed this information from various existing documents as a resource for school personnel nationally. We hope it serves to provide an increased understanding of the parameters of Section 504; how it compares and contrasts with the requirements of the Federal Special Education Statute IDEA; and how powerful it is as a Civil Rights Law protecting the rights of the "qualified individuals (students) with handicaps in the United States" to be provided with full participation in and benefits from "any (education) program or activity." This information is specific to the Federal legislation referenced. Additional requirements that may exist within certain state regulations are not addressed. We hope this information will be of help to you. For further information, contact your local State Department of Education or the U.S. Office of Civil Rights.

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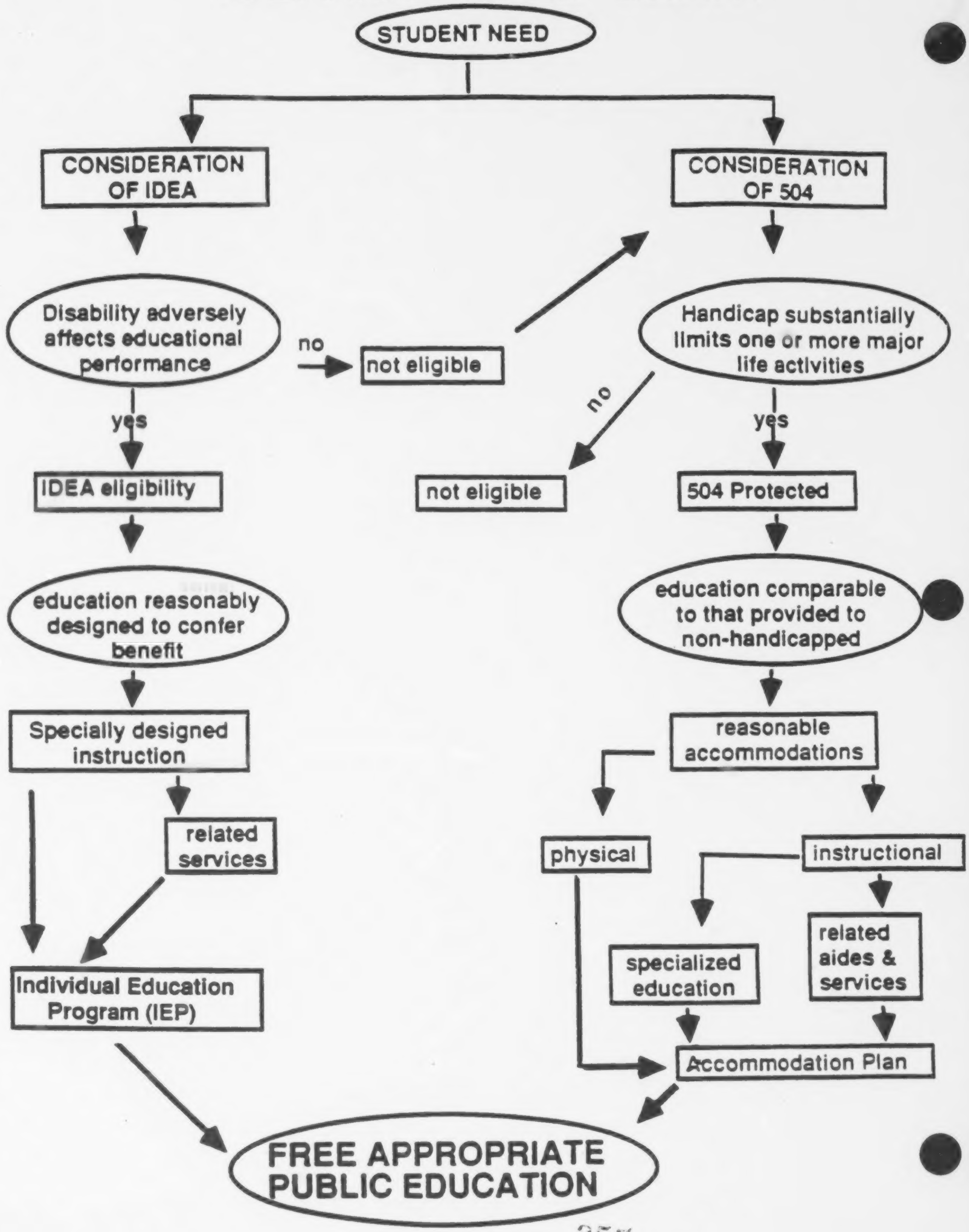
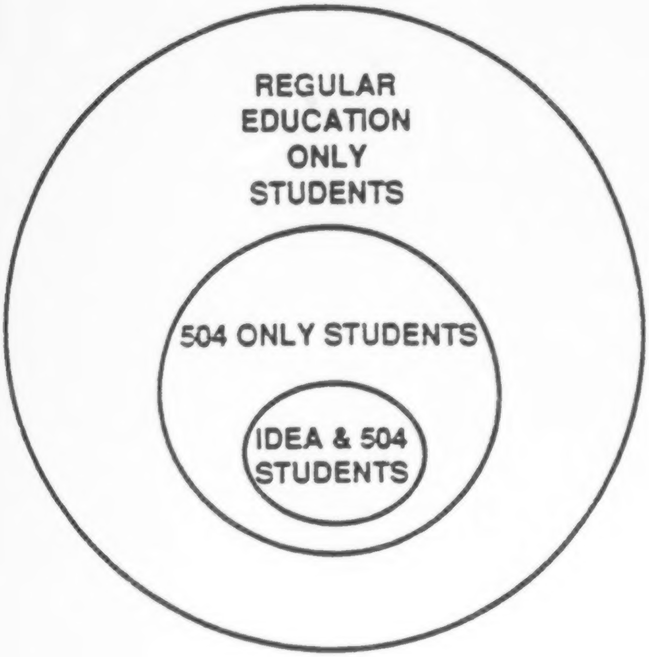
IDEA/504 FLOW CHART


STUDENT NEED
CONSIDERATION OF IDEA
CONSIDERATION OF 504
Disability adversely affects educational performance
no
not eligible
yes
IDEA eligibility
Handicap substantially limits one or more major life activities
no
not eligible
yes
504 Protected
education reasonably designed to confer benefit
education comparable to that provided to non-handicapped
Specially designed instruction
related services
reasonable accommodations
physical
instructional
specialized education
related aides & services
Individual Education Program (IEP)
Accommodation Plan
FREE APPROPRIATE PUBLIC EDUCATION

STUDENT POPULATION



IDEA/504 STUDENTS

Students are qualified under one or more of thirteen (13) IDEA disabling conditions. Specially designed individual education programs are planned for each student by IEP Teams

SECTION 504 STUDENTS ONLY

Due to substantial mental or physical impairments that limit one or more of the students major life activities, special accommodations to the student's program are required. A 504 accommodiation plan is designed for each student according to individual need.

Examples of potential 504 handicapping conditions not typically covered under IDEA are:

-communicable diseases - HIV, Tuberculosis
-medical conditions - asthma, allergies, diabetes, heart disease
-temporary medical conditions due to illness or accident
-Attention Deficit Disorder (ADD, ADHA)
-behavioral difficulties
-drug/alcohol addiction
-other conditions

IDEA AND SECTION 504
A COMPARISON

<table>
<tr><th>COMPONENT</th><th>IDEA</th><th>SECTION 504</th></tr>
<tr><td>General Purpose</td><td>Is a Federal funding statute whose purpose is to provide financial aid to states in their efforts to ensure adequate and appropriate services for disabled children.</td><td>Is a broad civil rights law which protects the rights of individuals with handicaps in programs and activities that receive Federal financial assistance from the U.S. Department of Education.</td></tr>
<tr><td>Who is Protected?</td><td>Identifies all school-aged children who fall within one or more specific categories of qualifying conditions.</td><td>Identifies all school-age children as handicapped who meet the definition of qualified handicapped person; i.e., (1) has or (2) has had a physical or mental impairment which substantially limits a major life activity, or (3) is regarded as handicapped by others. Major life activities include walking, seeing, hearing, speaking, breathing, learning, working, caring for oneself and performing manual tasks. The handicapping condition need only substantially limit one major life activity in order for the student to be eligible.</td></tr>
<tr><td>Responsibility to Provide a Free and Appropriate Public Education (FAPE)</td><td colspan="2">Both laws require the provision of a free appropriate public education to eligible students covered under them including individually designed instruction. The Individual Education Program (IEP) of IDEA will suffice for Section 504 written plan.</td></tr>
<tr><td></td><td>Requires a written IEP document with specific content and a required number of specific participants at the IEP meeting.</td><td>Does not require a written IEP document, but does require a plan. It is recommended that the district document that a group of persons knowledgeable about the student convened and specified the agreed upon services.</td></tr>
<tr><td></td><td>"Appropriate education" means a program designed to provide "educational benefit." Related services</td><td>"Appropriate" means an education comparable to the education provided to non-handicapped students, requiring</td></tr>
</table>

COMPONENT	IDEA	SECTION 504
	are provided if required for the student to benefit from specially designed instruction.	that reasonable accommodations be made. Related services, independent of any special education services as defined under IDEA, may be the reasonable accommodation.
Special Education vs. Regular Education	A student is only eligible to receive IDEA services if the multidisciplinary team determines that the student is disabled under one or more of the specific qualifying conditions and requires specially designed instruction to benefit from education.	A student is eligible so long as s/he meets the definition of qualified handicapped person; i.e., (1) has or (2) has had a physical or mental impairment which substantially limits a major life activity, or (3) is regarded as handicapped by others. It is not required that the handicap adversely affect educational performance, or that the student need special education in order to be protected.
Funding	Provides additional funding for eligible students.	Does not provide additional funds. IDEA funds may not be used to serve children found eligible only under Section 504.
Accessibility	Requires that modifications must be made if necessary to provide access to a free appropriate education.	Has regulations regarding building and program accessibility, requiring that reasonable accommodations be made.
Procedural Safeguards	Both require notice to the parent or guardian with respect to identification, evaluation and/or placement. IDEA procedures will suffice for Section 504 implementation.	
	Requires written notice.	Does not require written notice, but a district would be wise to do so.
	Delineates required components of written notice.	Written notice not required, but indicated by good professional practice.
	Requires written notice prior to any change in placement.	Requires notice only before a "significant change" in placement.

COMPONENT	IDEA	SECTION 504
Evaluations	A full comprehensive evaluation is required, assessing all areas related to the suspected disability. The child is evaluated by a multi-disciplinary team or group.	Evaluation draws on information from a variety of sources in the area of concern; decisions made by a group knowledgable about the student, evaluation data, and placement options.
	Requires informed consent before an initial evaluation is conducted.	Does not require consent, only notice. However, good professional practice indicates informed consent.
	Requires reevaluations to be conducted at least every 3 years.	Requires periodic reevaluations. IDEA schedule for reevaluation will suffice.
	A reevaluation is not required before a significant change in placement. However, a review of current evaluation data, including progress monitoring, is strongly recommended.	Reevaluation is required before a significant change in placement.
	Provides for independent educational evaluation. at district expense if parent disagrees with evaluation obtained by school and hearing officer concurs.	No provision for independent evaluations at district expense. District should consider any such evaluations presented.
Placement Procedures	When Interpreting evaluation data and making placement decisions, both laws require districts to: a. Draw upon information from a variety of sources b. Assure that all information is documented and considered. c. Ensure that the eligibility decision is made by a group of persons including those who are knowledgeable about the child, the meaning of the evaluation data and placement options. d. Ensure that the student is educated with his/her nonhandicapped peers to the maximum extent appropriate (least restrictive environment).	
	An IEP review meeting is required before any change in placement.	A meeting is not required for any change in placement.

COMPONENT	IDEA	SECTION 504
Grievance Procedure	Does not require a grievance procedure, nor a compliance officer.	Requires districts with more than 15 employees to (1) designate an employee to be responsible for assuring district compliance with Section 504 and (2) provide a grievance procedure for parents, students and employees.
Due Process	Both statutes require districts to provide impartial hearings for parents or guardians who disagree with the identification, evaluation or placement of a student.	
	Delineates specific requirements.	Requires that the parent have an opportunity to participate and be represented by counsel. Other details are left to the discretion of the local school district. Policy statements should clarify specific details.
Exhaustion	Requires the parent or guardian to pursue administrative hearing before seeking redress in the courts.	Administrative hearing not required prior to OCR involvement or court action; compensatory damages possible.
Enforcement	Enforced by the U.S. Office of Special Education Programs. Compliance is monitored by the State Department of Education and the Office of Special Education Programs.	Enforced by the U.S. Office of Civil Rights.
	The State Department of Education resolves complaints.	State Department of Education has no monitoring, complaint resolution or funding involvement.

APPENDIX

A ---- Section 504 of the Rehabilitation Act of 1973, including Definitions

B ---- Discrimination under Section 504

C ---- Section 504 Policy Statement/LEA Samples

D ---- Procedural Safeguards/Parent Rights

E ---- Section 504 Policy/Procedures Checklist

F ---- Parent/Student Rights in Identification, Evaluation and Placement

G ---- When School Staff Should Consider the Existence of a Handicap

H ---- Appropriate Questioning Sequence When the Existence of a Handicapping Condition is Suspected

I ---- Classroom and Facility Accommodations

J ---- Student Accommodation Plan and Information Regarding Section 504

APPENDIX A

SECTION 504 OF THE REHABILITATION ACT OF 1973

"No otherwise qualified individual with handicaps in the United States shall, solely by reason of her or his handicap, as defined in section 706(8) of this title, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance or under any program or activity conducted by any Executive agency or by the United States Postal Service." (29 U.S.C. Sec.794)

DEFINITIONS

individual with handicaps	..." any individual who (i) has a physical or mental impairment which substantially limits one or more of such person's major life activities, (ii) has a record of such impairment, or (iii) is regarded as having such an impairment." (29 U.S.C. Sec.706(8))
physical or mental impairment	..."(A) any physiological disorder or condition, cosmetic disfigurement, or anatomical loss affecting one or more of the following body systems: neurological; musculoskeletal; special sense organs; respiratory; including speech organs; cardiovascular; reproductive; digestive; genito-urinary; hermic and·lymphatic; skin; and endrocrine; or (B) any mental or psychological disorder, such as mental retardation, organic brain syndrome, emotional or mental illness, and specific learning disabilities." (34 Code of Federal Regulations Part 104.3)
major life activities	"... functions such as caring for one's self, performing manual tasks, walking, seeing, hearing, speaking, breathing, learning and working." (34 Code of Federal Regulations Part 104.3)
has a record of such an impairment	"... has a history of, or has been classified as having, a mental or physical impairment that substantially limits one or more major life activities." (34 Code of Federal Regulations Part 104.3)
is regarded as having an impairment	"... (A) has a physical or mental impairment that does not substantially limit major life activities but is treated by a recipient as constituting such a limitation; (B) has a physical or mental impairment that substantially limits major life activities only as a result of the attitudes of others toward such impairment; or (C) has none of the impairments defined but is treated by a recipient as having such an impairment." (34 Code of Federal Regulations Part 104.3)

DISCRIMINATION UNDER SECTION 504

Discrimination under Section 504 occurs when a recipient of federal funds:

1. Denies a handicapped person the opportunity to participate in or benefit from an aid, benefit or service which is afforded nonhandicapped students (e.g., district practice of refusing to allow any student on an IEP the opportunity to be on the honor roll; denial of credit to a student whose absenteeism is related to his/her handicapping condition; expelling a student for behavior related to his/her handicapping condition; refusing to dispense medication to a student who could not attend school otherwise).

2. Fails to afford the handicapped person an opportunity to participate in or benefit from the aid, benefit, or service that is equal to that afforded others (e.g., applying a policy that conditions interscholastic sports eligibility on the student's receiving passing grades in five subjects without regard to the student's handicapping condition).

3. Fails to provide aids, benefits, or services to the handicapped person that are as effective as those provided to nonhandicapped persons (e.g., placing a student with a hearing impairment in the front row as opposed to providing her with an interpreter). Note: "Equally effective" means equivalent as opposed to identical. Moreover, to be equally effective, an aid, benefit or service need not produce equal results; it must merely afford an equal opportunity to achieve equal results.

4. Provide different or separate aids, benefits or services unless such action is necessary to be as effective as the aids, benefits or services provided to nonhandicapped students (e.g., segregating students in separate classes, schools or facilities, unless necessary).

5. Aids or perpetuates discrimination by providing significant assistance to an agency, organization or person that discriminates on the basis of handicap (e.g., sponsoring a student organization that excludes persons with handicaps).

6. Denies a person with handicaps the opportunity to participate as a member of a planning or advisory board strictly because of his/her handicapping condition.

7. Otherwise limits the enjoyment of any right, privilege, advantage or opportunity enjoyed by others (e.g., prohibiting a person with a physical handicap from using a service dog at school).

8. In determining the site or location of a facility, makes selections which effectively exclude persons with handicaps, denies them the benefits of, or otherwise subjects them to discrimination. In Hendricks v. Gilhool, EHLR 441:352 (1989), the Pennsylvania Department of Education was found to have violated this section and the EHA by allowing students with disabilities to be located in inferior facilities, such as trailers, wings in basements and unnecessarily restrictive classrooms due to a lack of classroom space.

APPENDIX C

SECTION 504 POLICY STATEMENT

Local school districts may wish to review their existing "nondiscrimination policy" with particular emphasis on Subpart D of Section 504. In some instances, the existing policy may be sufficient. In other instances, districts may wish to revise existing policy or develop a separate statement concerning non-discrimination in educational programs. As a minimum, a local school district policy should include:

- an affirmative statement that the district does not discriminate on the basis of handicap.
- reference to Section 504 of the Rehabilitation Act of 1973.
- reference to a referral/evaluation/placement process for students suspected of being handicapped under Section 504.

Sample Section 504 Policy Statements

Option A

The District will identify, evaluate and provide an appropriate public education to students who are handicapped within the meaning of Section 504 of the Rehabilitation Act of 1973.

Option B

It is the policy of the Board of Education to provide a free and appropriate public education to each handicapped student within its jurisdiction, regardless of the nature or severity of the handicap.

It is the intent of the district to ensure that students who are handicapped within the definition of Section 504 of the Rehabilitation Act of 1973 are identified, evaluated and provided with appropriate educational services.

Option C

It is the policy of the Board of Education to provide a free and appropriate public education to each handicapped student within its jurisdiction, regardless of the nature or severity of the handicap.

It is the intent of the district to ensure that students who are handicapped within the definition of Section 504 of the Rehabilitation Act of 1973 are identified, evaluated and provided with appropriate educational services. Students may be handicapped under this policy even though they do not require services pursuant to the Individuals with Disabilities Education Act (IDEA).

Due process rights of handicapped students and their parents under Section 504 will be enforced.

____________________ is the coordinator of Section 504 activities.

APPENDIX D

PROCEDURAL SAFEGUARDS/PARENT RIGHTS

There are several times during the planning process when parents/guardians should be provided their rights under Section 504:

1. When eligibility is determined.

2. When a plan is developed.

3. Before there is a significant change in the plan for services.

Notification should include the following rights under Section 504:

1. Right to file a grievance with the school district over an alleged violation of Section 504 regulations.

2. Right to have an evaluation that draws on information from a variety of sources.

3. Right to be informed of any proposed actions related to eligibility and plan for services.

4. Right to examine all relevant records.

5. Right to receive all information in the parent's/guardian's native language and primary mode of communication.

6. Right to periodic re-evaluations and an evaluation before any significant change in program/service modifications.

7. Right to an impartial hearing if there is disagreement with the school district's proposed action.

8. Right to be represented by counsel in the impartial hearing process.

9. Right to appeal the impartial hearing officer's decision.

Section 504 regulations do not establish timelines for submission of a hearing request.

Section 504 regulations do not define "impartial." However, in similar processes, impartial has been defined as a person not employed by or under contract with the district in any capacity.

Section 504 regulations do not require that the selection of the hearing officer be a mutually agreed upon decision between the school district and the parents/guardians.

Section 504 Policy/Procedures Checklist

Perry A. Zirkel
1991

Does your school district provide, via policy or procedures, for: YES NO

1a. continuing public notice that your district does not discriminate on the basis of handicap with regard to admission or access to and treatment or employment in your programs and activities? ___ ___

1b. continuing internal notice (i.e., to staff and students) to the same effect? [See CFR Sec. 104.8 and 104.32(b)] ___ ___

2. identification in those notices of Sec. 504 coordinator? [See 34 CFR Sec. 104.7(a) and 104.8] ___ ___

3. a grievance procedure for handicap discrimination complaints that:
   a) incorporates appropriate due process standards? ___ ___
   b) provides for the prompt and equitable resolution of those complaints? ___ ___

   [See 34 CRF Sec. 104.7(b)]

4. reasonable accommodation for handicapped employees, such as each of the following unless it demonstrably would impose an "undue hardship" on the operation of the program:
   a. accommodations readily accessible to and usable by handicapped persons? ___ ___
   b. job restructuring and part-time or modified work schedules? ___ ___
   c. acquisition or modification of equipment or devices? ___ ___
   d. provision of readers or interpreters and other similar actions? [See 34 CFR Sec. 104.12] ___ ___

5. not using employment tests or other selection criteria that tend to screen out handicapped persons unless these criteria are demonstrably job related and unless effective alternatives are not available? [See 34 CFR Sec. 104.13(a)] ___ ___

6. not making preemployment inquiries as to whether the applicant is handicapped? [See 34 CFR Sec. 104.14(a)] ___ ___

		YES	NO
7.	ready accessibility to handicapped persons to each of your programs and activities when viewed in its entirety?	___	___
8.	an individualized evaluation (in the native language) for any student who is believed to (a) have a physical or mental impairment which substantially limits one or more major life activities, (b) have a record of such impairment, or (c) be regarded as having such an impairment? [See 34 CFR Sec. 104.35 and 104.3(j)]	___	___
9.	for each student meeting any of the criteria in item #8, an appropriate education, which is defined as regular or special education and related aids and services that are designed to meet his/her individual needs as adequately as the needs of nonhandicapped persons are met and that are based upon procedures referred to in item #10? [See 34 CFR Sec.104.33]	___	___
10.	parental notice (in the native language) of the rights to:		
	a) have an individualized evaluation (item #8)?	___	___
	b) examine relevant records?	___	___
	c) demand an impartial hearing with the opportunity to be represented by counsel?	___	___
	d) obtain a subsequent review? [See 34 CFR Sec.104.36]	___	___
11.	When there are separate classrooms for special education, that these be comparable facilities to those for regular education? [See 34 CFR Sec. 104.34(c)]	___	___
12.	nonacademic and extracurricular services and activities so as to provide handicapped persons with an equal opportunity for participation? [See 34 CFR Sec.104.37]	___	___
13.	reasonable access to your programs or activities, if any, of:		
	a) preschool education?	___	___
	b) day care?	___	___
	c) adult education? [See 34 CFR Sec. 104.38]	___	___
14.	meaningful access for handicapped parents to school-initiated activities in addition to the academic and/or disciplinary aspects of their child's education?	___	___

APPENDIX F
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Sample

PARENT/STUDENT RIGHTS IN IDENTIFICATION, EVALUATION AND PLACEMENT

Please Keep This Explanation for Future Reference

(Section 504 of the Rehabilitation Act of 1973)

The following is a description of the rights granted by federal law to students with handicaps. The intent of the law is to keep you fully informed concerning decisions about your child and to inform you of your rights if you disagree with any of these decisions.

You have the right to:

1. Have your child take part in, and receive benefits from public education programs without discrimination because of his/her handicapping conditions;
2. Have the school district advise you of your rights under federal law;
3. Receive notice with respect to identification, evaluation, or placement of your child;
4. Have your child receive a free appropriate public education. This includes the right to be educated with nonhandicapped students to the maximum extent appropriate. It also includes the right to have the school district make reasonable accommodations to allow your child an equal opportunity to participate in school and school-related activities.
5. Have your child educated in facilities and receive services comparable to those provided nonhandicapped students;
6. Have your child receive special education and related services if s/he is found to be eligible under the Individuals with Disabilities Education Act (PL 101-476) or Section 504 of the Rehabilitation Act;
7. Have evaluation, educational, and placement decisions made based upon a variety of information sources, and by persons who know the student, the evaluation data, and placement options;
8. Have transportation provided to and from an alternative placement setting at no greater cost to you than would be incurred if the student were placed in a program operated by the district.

9. Have your child be given an equal opportunity to participate in nonacademic and extracurricular activities offered by the district;

10. Examine all relevant records relating to decisions regarding your child's identification, evaluation, educational program, and placement;

11. Obtain copies of educational records at a reasonable cost unless the fee would effectively deny you access to the records;

12. A response from the school district to reasonable requests for explanations and interpretations of your child's records;

13. Request amendment of your child's educational records if there is reasonable cause to believe that they are inaccurate, misleading or otherwise in violation of the privacy rights of your child. If the school district refuses this request for amendment, it shall notify you within a reasonable time, and advise you of the right to a hearing;

14. Request mediation or an impartial due process hearing related to decisions or actions regarding your child's identification, evaluation, educational program or placement. You and the student may take part in the hearing and have an attorney represent you. Hearing requests must be made to ____.

15. Ask for payment of reasonable attorney fees if you are successful on your claim;

16. File a local grievance.

The person in this district who is responsible for assuring that the district complies with

Section 504 is ______________________________

Telephone Number______________________________.

APPENDIX G

WHEN SCHOOL STAFF SHOULD CONSIDER THE EXISTENCE OF A HANDICAP AND POSSIBLE SECTION 504 PROTECTION

- When suspension or expulsion is being considered for any student;
- When retention is being considered for any student;
- When a student shows a pattern of not benefitting from the instruction being provided;
- When a student returns to school after a serious illness or injury;
- When a student is referred for evaluation but it is determined not to do an evaluation under the IDEA;
- When a student is evaluated and is found not to qualify for Special Education services under the IDEA;
- When a student exhibits a chronic health condition;
- When a student is identified as "at risk" or exhibits the potential for dropping out of school;
- When substance abuse is an issue;
- When a handicap of any kind is suspected.
- When a new building or remodeling is being considered;

APPENDIX H

APPROPRIATE QUESTIONING SEQUENCE WHEN THE EXISTENCE OF A HANDICAPPING CONDITION IS SUSPECTED:

I. **Is the student handicapped under Section 504 of the Rehabilitation Act of 1973?**

A. Definition of "handicapped" under SECTION 504
  1. is any person who has a physical or mental impairment which substantially limits one or more of such person's major life activities, or

  2. has a record of such impairment, or

  3. is regarded (perceived) as having such an impairment.

II. **If the answer to the question in I above is "yes."**

A. Does the student need (qualify for) Special Education services under the IDEA (formerly EHA, PL 94-142)?

B. What does the student need in order to be afforded access to a FREE APPROPRIATE PUBLIC EDUCATION (FAPE)?

C. What is the appropriate placement for the provision of services chosen after consideration of the full continuum of placement options?

  1. If the appropriate placement is regular education, what interventions or adaptations are needed?

  2. If the appropriate placement is special education, what is the LEAST RESTRICTIVE ENVIRONMENT (LRE)?

III. **If the answer to the question in I above is "no."**

A. Maintain documentation about the decision that includes the following:
  1. The identity of the persons involved in the group that made the decision which reflects that they were knowledgeable about the child.

  2. The evaluation data that was used to make the decision with any interpretations that might be required.

  3. Placement options that were considered.

B. Provide WRITTEN NOTICE of the decision to the parent(s) which must include a complete statement of the parents' and student's rights under the IDEA and Section 504.

CLASSROOM AND FACILITY ACCOMMODATIONS

As local districts develop policies and procedures for guiding the referral and identification of students determined to be handicapped under Section 504, it is critical that information concerning this law and its impact on local school districts be shared with principals and building-level staff. The intent of Section 504 is to "accommodate" for differences within the regular education environment. For this to be accomplished, all staff must be provided with awareness activities and given specific information concerning the district's procedures for dealing with Section 504 referrals.

As individual students are identified, the classroom teacher may need specific training in the area of the identified handicap (e.g., training from the school nurse on danger signs of an impending asthma attack, training from a physical therapist on correct positioning of a wheelchair-bound student at his/her desk, etc.) The following classroom/facility accommodations are presented as examples of ways in which Section 504 handicaps may be successfully addressed within the regular education environment.

I. Communication

A. There may be a need to modify parent/student/teacher communications. For example:

-develop a daily/weekly journal
-develop parent/student/school contacts
-schedule periodic parent/teacher meetings
-provide parents with duplicate sets of texts

B. There may be a need to modify staff communications. For example:

-identify resource staff
-network with other staff
-schedule building team meetings
-maintain on-going communication with building principal

C. There may be a need to modify school/community agency communication. For example, with parent consent:

-identify and communicate with appropriate agency personnel working with student
-assist in agency referrals
-provide appropriate carryover in the school environment

II. Organization/Management

A. There may be a need to modify the instructional day. For example:

-allow student more time to pass in hallways
-modify class schedule

B. There may be a need to modify the classroom organization/structure. For example:

-adjust placement of student within classroom (e.g., study carrel, proximity to teacher, etc.)
-increase/decrease opportunity for movement
-determine appropriate classroom assignment (e.g., open versus structured)
-reduce external stimuli

C. There may be a need to modify the district's policies/procedures. For example:

-allow increase in number of excused absences for health reasons
-adjust transportation/parking arrangements
-approve early dismissal for service agency appointments

III. Alternative Teaching Strategies

A. There may be need to modify teaching methods. For example:

-adjust testing procedures (e.g., length of time, administer orally, tape record answers)
-individualize classroom/homework assignments
-utilize technology (computers, tape recorders, calculators, etc.)

B. There may be a need to modify materials. For example:

-utilize legible materials
-utilize materials that address the student's learning style (e.g., visual, tactile, auditory, etc.)
-adjust reading level of materials

IV. Student Precautions

A. There may be a need to modify the classroom/building climate for health purposes. For example:

-use an air purifier in classroom
-control temperature
-accommodate specific allergic reactions

B. There may be a need to modify classroom/building to accommodate equipment needs. For example:

-plan for evacuation for wheelchair-bound students
-schedule classes in accessible areas

C. There may be a need to modify building health/safety procedures. For example:

-administer medication
-apply universal precautions
-accommodate special diets

APPENDIX J
Page 1 of 2

STUDENT ACCOMMODATION PLAN

NAME: ____________________ **BIRTHDATE:** __________ **GRADE:** ____

SCHOOL: ____________________ **DATE OF MEETING:** ______________

1. Describe the nature of the concern:

2. Describe the basis for the determination of handicap (if any):

3. Describe how the handicap affects a major life activity:

4. Describe the reasonable accommodations that are necessary:

Review/Reassessment Date: ____________________
(must be completed)

Participants (Name and title)

cc: Student's Cumulative File

Attachment: Information Regarding Section 504 of the Rehabilitation Act of 1973.

INFORMATION REGARDING SECTION 504 OF THE REHABILITATION ACT OF 1973

Section 504 is an Act which prohibits discrimination against persons with a handicap in any program receiving Federal financial assistance. The Act defines a person with a handicap as anyone who:

1. has a mental or physical impairment which substantially limits one or more major life activities (major life activities include activities such as caring for one's self, performing manual tasks, walking, seeing, hearing, speaking, breathing, learning and working);
2. has a record of such an impairment; or
3. is regarded as having such an impairment.

In order to fulfill its obligation under Section 504, the ______________________ school district recognizes a responsibility to avoid discrimination in policies and practices regarding its personnel and students. No discrimination against any person with a handicap will knowingly be permitted in any of the programs and practices in the school system.

The school district has specific responsibilities under the Act, which include the responsibility to identify, evaluate, and if the child is determined to be eligible under Section 504, to afford access to appropriate educational services.

If the parent or guardian disagrees with the determination made by the professional staff of the school district, he/she has a right to a hearing with an impartial hearing officer.

The Family Educational Rights and Privacy Act (FERPA) also specifies rights related to educational records. This Act gives the parent or guardian the right to: 1) Inspect and review his/her child's educational records; 2) make copies of these records; 3) receive a list of all individuals having access to those records; 4) ask for an explanation of any item in the records; 5) ask for an amendment to any report on the grounds that it is inaccurate, misleading, or violates the child's rights; and 6) a hearing on the issue if the school refuses to make the amendment.

If there are questions, please feel free to contact ________________________, 504 coordinator for the school district, at phone number_________________.

E. THE AMERICANS WITH DISABILITIES ACT:

The Law and its Impact on Postsecondary Education

What is the law?

The Americans with Disabilities Act of 1990 (ADA) is the civil rights guarantee for persons with disabilities in the United States. It provides protection from discrimination for individuals on the basis of disability. The ADA extends civil rights protections for people with disabilities to employment in the public and private sectors, transportation, public accommodations, services provided by state and local government, and telecommunication relay services.

What is the ADA's definition of a "person with a disability"?

A "person with a disability" is anyone with a physical or mental impairment that substantially limits one or more major life activities, such as caring for one's self, performing manual tasks, walking, seeing, hearing, speaking, breathing, learning, and working. In addition to those people who have visible disabilities—persons who are blind, deaf, or use a wheelchair— the definition includes people with a whole range of invisible disabilities. These include psychological problems, learning disabilities, or some chronic health impairment such as epilepsy, diabetes, arthritis, cancer, cardiac problems, HIV/AIDS, and more. (Documentation of the disability may be required.) A person is considered to be a person with disability if he/she has a disability, has a record of a disability, or is regarded as having a disability.

How does the ADA affect institutions of higher education?

The ADA upholds and extends the standards for compliance set forth in Section 504 of the Rehabilitation Act of 1973 to employment practices, communications, and all policies, procedures and practices that impact on the treatment of students with disabilities. Employment issues for all institutions are covered under Title I. For all activities, public institutions are covered under Title II; private institutions are covered under Title III.

Because of the public attention given to the passage and implementation of the ADA, renewed attention is being focused on disability access to institutions of higher education. This focus includes the whole scope of the institution's activities, including facilities, programs, and employment.

Employment issues under the ADA

University and college personnel will be asked to make "reasonable accommodations" within the employment process to insure nondiscrimination on the basis of disability. Institutions should be prepared to accommodate persons with disabilities qualified to work in campus offices and departments in all aspects of employment including recruitment, application, hiring, benefits, promotion, evaluation, and termination.

This includes:

- active recruitment of qualified persons with disabilities for open positions
- changes in qualifying examinations and interviewing questions
- changes to training materials, and training policies
- provision of qualified readers or interpreters, as well as technology that will allow employees with disabilities to be fully functional within the employment setting.

Areas of review for an ADA self-evaluation

Public institutions of higher education are responsible for having a clearly established grievance procedure for persons with disabilities who feel their rights have been violated under the ADA. Moreover, each institution is responsible for conducting a self-evaluation of its preparedness, as well as ongoing review of possible barriers in the following areas:

- There may be no exclusion on the basis of disability.
- There may be no discrimination through contract.
- Participation should be in the most integrated setting possible.
- There may be no discrimination through eligibility criteria.
- Reasonable modifications in policies, practices, and procedures must be made as necessary to avoid discrimination on the basis of disability.
- Modifications must be made to allow the presence/use of service animals.
- There may be no discrimination through association with a person with a disability.
- Surcharges to cover the costs of accommodations may not be imposed solely on persons with disabilities.
- Examinations and courses must be accessible.
- There may be no discrimination because of insurance constraints.
- There may be no harassment or retaliation against individuals who are accessing their rights under the law or against those who assist people with disabilities in accessing their rights.

Of particular importance in making appropriate accommodations for students with disabilities are the mandates for making modifications as needed in policies, practices, and procedures and for assuring accessibility of examinations and courses. As required under Section 504, this includes all aspects of academic and nonacademic activities including admissions and recruitment, admission to programs, academic adjustments, housing, financial assistance, physical education and athletics, and counseling.

For further information:

HEATH Resource Center
American Council on Education
One Dupont Circle, Suite 800
Washington, DC 20036-1193
202-939-9320 or 800-544-3284
(Both numbers are TT and Voice.)

Alliances

to Educate and Employ People With Disabilities

F.

Excerpted from:

A Handbook for Employers, Instructors, and Teacher Educators

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This publication is designed to provide accurate and authoritative information in regard to the subject matter covered. It is distributed with the understanding that the publisher is not engaged in rendering professional legal service. If legal advice or other expert assistance is required, the services of a competent professional person should be sought.

CEW Publication Number ADAEP100

Figure 1.1

Employment Provisions Of The ADA, Section 504 And The Wisconsin Fair Employment Act

Issue	ADA	Section 504 Regs	Wisconsin Act
Definition of disability	Disability with respect to an individual means: • a physical or mental impairment which substantially limits one or more major life activities of such individual; • a record of having such an impairment; or • being regarded as having such an impairment	"Individual with a disability" definition is similar to the ADA's definition of "disability."	"Handicapped individual" means an individual who: • has physical or mental impairment that makes achievement unusually difficult or limits capacity to work; • has a record of such impairment; or • is perceived as having such impairment.
"Qualified" individual with a disability	Being "qualified" means that an individual with a disability can, with or without reasonable accommodation, perform the essential functions of the employment position that such an individual holds or desires.	"Qualified persons with disabilities" means a "handicapped" person who, with reasonable accommodation, can perform the essential functions of the job in question.	An individual's ability to adequately undertake the job-related responsibilities of that individual's employment, membership or licensure.
Reasonable accommodation	Reasonable accommodations are modifications or adjustments to job-related settings or issues which enable a qualified individual with a disability to compete equally for a desired position, affecting: • job application; • work environment or circumstances under which position held or desired is customarily performed; • equal benefits and privileges of employment as are enjoyed by other similarly situated employees without disabilities.	Making facilities used by employees readily accessible and usable by "persons with disabilities."	No definition—defined through case law.

Figure 1.1, continued

Issue	ADA	Section 504 Regs	Wisconsin Ac
Undue hardship	"Undue hardship" means an action requiring significant difficulty or expense. In determining whether an accommodation would impose an undue hardship on a covered entity, factors to be considered include: • nature and cost; • overall financial resources of the facility or facilities involved (including the number of persons employed at such facility and the effect or impact on expenses and resources); • overall financial resources of entire business; and • type of operation, including the structure and functions of the work force, administrative and fiscal relationship of the facility in question to covered business.	The recipient must make reasonable accommodations unless the recipient can show that the accommodation would impose an undue hardship on the operation of its program. Factors to be considered include: • size of the program and its budget; • type of operation; and • the nature of the cost of the accommodation. Denial of employment based on the need to make accommodation is prohibited.	Refusing to reasonably accommodate an employee's or prospective employee's handicap unless the employer can demonstrate that the accommodation would pose a hardship on the employer's program, enterprise or business.
General rules against discrimination	The ADA prohibits discrimination because of disability in regard to application procedures, hiring, promotion, discharge, compensation, training and other terms, conditions, and privileges of employment. Discrimination on the basis of disability includes: • limiting, segregating, or classifying a job applicant for employment; • discriminatory contractual relationships; • using discriminatory standards, criteria, or methods of administration; • denying equal job benefits because of known relationships or associations with people who have disabilities;	Prohibits discrimination solely on the basis of "disability." There is a broad prohibition of discriminatory actions by federal grant recipients with respect to: recruitment, hiring, promotion, termination, rates of pay, job assignments, training and other terms, privileges or conditions of employment on the basis of unlawful discrimination because of a person's disability.	Employment discrimination because of handicap includes, but is not limited to: • contributing a lesser amount to fringe benefits, including life or disability insurance coverage, of any employee because of the employee's handicap; or • refusing to reasonably accommodate an employee's or prospective employee's handicap unless the employer can demonstrate that the accommodation would pose a hardship on the employer's program, enterprise or business.

Figure 1.1, continued

Issue	ADA	Section 504 Regs	Wisconsin Act
General rules against discrimination, continued	- failing to make reasonable accommodations unless such accommodation would impose an undue hardship; - refusing to hire based on a need to make reasonable accommodation; - using non-job related tests which screen out individuals with disabilities; - using improper selection criteria - administering improper tests concerning employment.	Federal contractors covered by Section 503 must take affirmative action to employ individuals with "disabilities" and treat them without discrimination in all employment practices.	It is not employment discrimination because of handicap to refuse to hire, employ, admit, or license any individual, or to discriminate against any individual in promotion, compensation or in terms, conditions, or privileges of employment if the handicap is reasonably related to the individual's ability to adequately undertake job-related responsibilities of that individual's employment, membership or licensure.
Coverage	- Covers all employers with 25 or more employees beginning July 26, 1992. - Covers all employers with 15 to 24 employees beginning July 26, 1994.	Covers all recipients of federal funds. (Section 503 of Rehabilitation Act covers only federal contractors and subcontractors with contracts over $2,500.)	Covers all employers, labor organizations, employment agencies, or licensing agencies.
Exemptions from coverage	- U.S. Senate - Private clubs as defined by regulations in the Internal Revenue Code. - Religious institutions.	There are no exemptions from coverage by entities receiving federal funds.	"Employer" does not include social club or fraternal society with respect to a particular job for which the club or society seeks to employ or employs a member, if the particular job is advertised only within the membership.
Job application procedures	There must be no discrimination with regard to job application procedures. Do not use procedures to screen out people with disabilities or ask questions of an applicant or employee about their disabilities unless specifically job-related and of a business necessity.	Prohibits discrimination in recruitment, advertising and processing of applicants for employment.	Discriminatory actions prohibited when printing or circulating or causing to be printed or circulated any statement, advertisement of publication, or to use any form of application for employment or to make any inquiry in connection with prospective employment, which implies or expresses any limitation.

Figure 1.1, continued

Issue	ADA	Section 504 Regs	Wisconsin Act
Pre-employment physical exams	Medical exams prior to an offer of a job are prohibited. Medical exams are permitted after a conditional offer of employment has been made as long as all other entering employees must take the same medical exam prior to entering their jobs.	Prohibits medical examinations prior to offer of employment, although the offer may be conditioned on the results of a physical exam prior to entrance to duty. Such medical exams cannot be used to screen out persons with disabilities unless they are job-related.	In evaluating whether a handicapped individual can adequately undertake the job-related responsibilities of a particular job, membership or licensed activity, the present and future safety of the individual, of the individual's co-workers, and other general public may be considered.
Employee medical exams	Medical exams of employees are not permitted unless they can be shown to be job-related and consistent with business necessity.	There is no comparable provision under Section 504.	In evaluating whether a handicapped individual can adequately undertake the job-related responsibilities of a particular job, membership or licensed activity, the present and future safety of the individual, of the individual's co-workers, and other general public may be considered.
Drug and/or alcohol abuse	A covered business may hold an individual who is an alcoholic to the same standards for employment or job performance as it holds for other employees, even if any unsatisfactory performance or behavior is related to the alcoholism. "Qualified individual with a disability" does not include an employee or applicant who is currently engaging in the use of illegal drugs. An individual who has successfully completed a supervised drug rehabilitation program and is no longer engaging in illegal drug use shall still be considered a "qualified individual with a disability."	Any individual who is an alcoholic whose current use of alcohol prevents the individual from performing the duties of the job in question or whose employment by reason of such current alcohol use would constitute a direct threat to the property or safety of others is excluded from 504 coverage. The ADA changed Section 504 to include similar language regarding individuals who are currently engaging in the illegal use of drugs—they are not "qualified individuals with handicaps" under Section 504.	No definition.

Figure 1.1, continued

Issue	ADA	Section 504 Regs	Wisconsin Act
Contagious diseases and direct threat	"Qualification standards" may include a requirement that an individual not pose a direct threat to the health and safety of him/herself or other individuals in the work place. People with HIV or AIDS are protected under the definition of "qualified individual with a disability." Secretary of Health and Human Services publishes an annual list of contagious diseases which can be used by an employer to assess the appropriateness and impact of people working in the food handling industry.	There is no comparable provision under Section 504.	The present and future safety of the individual, of the individual's co-workers and, if applicable, of the general public may be considered. However, this evaluation shall be made on an individual basis and may not be made by a general rule which prohibits the employment or licensure of handicapped general or a particular class of handicapped individuals.
Enforcement procedures or remedies	• Law incorporates the powers, remedies and procedures set forth in the Civil Rights Act of 1964 (Title VII); that is, enforcement for employment issues is through the EEOC. • With passage of the Civil Rights Act of 1992, the ADA also incorporates remedies and procedures such as trial by jury, compensatory and punitive damages.	• Enforcement is provided by the agency providing federal funding to the covered entity. • Individuals have a private right of action. • Remedies include back pay and possible cancellation of the federal grant or contract.	The complaint must be filed within 300 days with the Equal Rights Division. They investigate the complaint and hold a hearing. Remedies may include back pay and reinstatement.
Conciliation efforts	ADA requires EEOC conciliation efforts after an administrative charge has been filed.	Section 504 promotes voluntary settlement by providing that enforcement action may not begin until an official of the responsible agency determines that compliance cannot be secured by voluntary means.	After investigation option could be waived. May go on to hearing. Have to provide own legal counsel.
Burden of proof selection criteria	An employer must show that selection criteria are job-related and consistent with business as necessary and that such performance cannot be accomplished even with provision of reasonable accommodation.	The burden of proof is on the recipient of federal funds to show that selection criteria are job-related. The burden on the enforcement agency is to show the existence of alternative criteria.	Burden shifts from complainant to plaintiff during the process.

Source: Ann Smith & Kelli Thuli. (1992). Comparison chart. Department of Health and Social Services, Division of Economic Support, 1 West Wilson St., Madison, WI 53702.

Figure 1.2

14 Point Job Analysis For ADA Compliance

1. **Determine essential functions of the job.**
Essential functions are the basic job duties that an employee must be able to perform, with or without reasonable accommodation. Factors to be considered in determining if a function is essential include:

    - whether the reason the position exists is to perform the function;
    - number of employees available to perform the function or among whom the performance of the function can be distributed;
    - the degree of expertise or skill required to perform the function;
    - the consequences of not requiring an employee to perform a function;
    - time spent performing the function;
    - terms of a collective bargaining agreement;
    - written job descriptions prepared before advertising or recruiting job applicants;
    - the actual work experience of present or past employees in the job.

    An employer or job analyst should collect relevant information by reviewing any previous job documentation, interviewing current and past position holders and their supervisors, and observing the job. Responsibility ultimately rests with management to determine essential functions.

    Essential functions may also be determined through a focus or work group. The group should include a manager, front line supervisor, several workers and, if appropriate, a union steward. A rehabilitation professional could act as a group facilitator in the process of determining essential functions.

2. **List the marginal functions of the job.**
Marginal functions are those not essential to the specific job or those shared by many different employees. They must not influence placement of an individual in a particular position. The work group can decide what functions are marginal.

3. **Break down each essential function into sequential steps describing the work to be done.**
This task analysis must clearly describe the essential function. Emphasize and describe the work, not the worker's physical motions or requisite capacities.

4. **Observe and record the normal or customary methods (in terms of physical requirements) the worker uses to perform the essential function.**
Document specific motions, for example, walking, standing, reaching, climbing, handling, talking. Measure the distance, force, and repetition required to perform the physical activity. Define any risk involved according to OSHA standards. Keep in mind that this worker may have been trained or developed this method him or herself. Be open to others and document this fact as well.

5. **Measure the weight, dimensions, pressure, temperature and vibration required for operation of specific tools, equipment and material used at the work site.**
For multiple work sites this step may include ranges of measurement. Some factors, for example, vibration and temperature, may be impractical to measure, but should be mentioned.

6. **Record the frequency with which jobs are performed.**
Some tasks may be called essential because of their frequency. Other activities may occur infrequently but are essential because of skill requirements or small number of people available to perform them. For example, pilots spend little time landing a plane, but no one would argue that landing a plane is not an essential function of the job.

Figure 1.2, continued

7. **Verify the number of employees available to perform a task.**
This step may count all employees with a specific job title or only those assigned to a specific team or work area. Persons in more than one position can often perform a given activity. For instance, working supervisors can usually perform all the activities for which they are responsible. This item often has direct influence on accommodation. If few workers are available to perform a task, and one or more worker has been exempted from the task as a means of accommodation, an additional worker may not be able to enjoy the same accommodation without causing undue hardship.

8. **Calculate the percent of time spent performing each essential function.**
This item looks at how much time is actually spent on each essential function. The amount of time spent on a specific task may influence its inclusion as an essential function.

9. **Document the degree of skill or specialization required.**
Documentation should list requisite licenses, registration or certification. Experience or educational requirements should be based on job necessity. (Pay attention to education. High school diplomas are not always a legitimate requirement, for example some employers require full time employees to have a high school diploma, yet hire high school students in the summer.) Note present and past practice or collective bargaining agreements.

10. **Note psychological considerations.**
Stress due to production standards, pay incentives, precision requirements or level of responsibility should be identified. Information regarding employee turnover, injury rate, job satisfaction and job action may help determine psychological stress factors.

11. **Document physiological considerations.**
Physiological considerations may include gaining information through observation, for example, seeing that a worker experiences respiratory compromise due to positioning. Heat, cold and exposure to fumes or chemicals may influence this item.

12. **Record environmental considerations.**
Temperature, exposure to weather, lighting, noise and air quality may influence worker capabilities. General conditions in the work environment, including floor surface, equipment and material, exposure, cleanliness and so on, must be considered. Job analysts must identify safety factors or protective equipment needed by workers and document use of chemicals or cleaning agents (even when nontoxic, some people have allergies to them).

13. **Describe cognitive factors in detail.**
Employment-related cognitive skills include an ability to follow directions, communicate verbally or in writing, count, make change or read printed material. Problem solving, trouble shooting or emergency response may also be important (e.g., someone who is bilingual may be needed on the job).

14. **Document any recommendations regarding modifications and/or accommodations to assist the employer in decision making.**
The job analyst can recommend simple, cost effective modifications such as alternative tools or equipment, or suggest accommodations such as job reorganization, specialization, sharing or schedule alteration. Specific suggestions (e.g. work can be accomplished by an individual who has limited mobility) can make employers aware of alternative options regarding worker qualifications.

[Copyright by ADA Consultants, Inc. (Summer, 1992). *What every rehab professional in the U.S.A. should know about the ADA*. South Miami, FL: Author. Reprinted with permission.]

Section 6:

Additional Resources

A. How Adults with Learning Disabilities Define Learning Disabilities (Postsecondary LD Network News)

B. Meeting the Unique Needs of Minorities with Disabilities (National Council on Disability, 1993)

C. Cooperative Agreement between the U.S. Department of Education and the Social Security Administration regarding "Developing a World-Class Employment Strategy for Youth with Disabilities"

D. "Career Guidance and Counseling Necessary for Successful Transition from School to Work" - NCRVE Brief

E. Overheads relating to Vocational Education for Special Populations in Wisconsin

Postsecondary LD Network News

The A. J. Pappanikou Center on Special Education and
Rehabilitation: A University Affiliated Program
The University of Connecticut

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A.

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University of Connecticut 1994 Postsecondary LD Training Institute p. 3

Postsecondary Issues for Adults with Learning Disabilities pp. 4-5

Announcements p. 5

Legal Issues p. 6

Personal Perspective p. 7

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How Adults with Learning Disabilities Define Learning Disabilities

Henry Reiff, Ph.D.
Western Maryland College

When I teach the unit on learning disabilities in introductory special education classes, students invariably find the whole issue of defining and thereby identifying and characterizing learning disabilities to be quite confusing. They quickly see that a lack of consensus regarding the issue pervades the field. How else can you explain that estimates of the prevalence of learning disabilities range from 2% to 50%. How else can you explain that different states use different definitions?

In spite of some of the obvious divergence of opinion on what constitutes learning disabilities, most definitions share fundamental agreement. Definitions of learning disabilities tend to incorporate concepts such as processing difficulties, functional limitations, and underachievement. Differences are more often of degree rather than kind. On the other hand, a number of people have vociferously challenged the very notion of "disability" and contend that what we call learning disabilities are merely individual differences.

The purpose of this article is to explore the perceptions of the construct of learning disabilities from adults with learning disabilities. First-hand experience is vital in helping professionals in the field of learning disabilities understand and appreciate the realities of living with learning disabilities. Such information provides a useful yardstick to measure current conceptualizations, for one criterion of any definition's validity must be the ability to reflect the experiences of the individuals who receive a label based on that definition. Futhermore, these insiders' perspectives may provide a foundation for formulating a new definition that blends current theoretical constructs with first-hand experience.

Several years ago, we began an investigation of highly successful adults with learning disabilities. We believed that this line of inquiry could make a number of unique contributions, not only to people in the field of learning disabilities, but to a range of persons with diverse backgrounds and interests. As a broad goal, we wanted to find out more about learning disabilities in adulthood. In order to answer this question, we selected 71 subjects who evidenced specific learning disabilities and had achieved employment success. Our project investigating successful adults with learning disabilities utilized an in-depth interview process designed to elicit both a comprehensive portrayal of the experience of coping successfully with learning disabilities in adulthood as well as a retrospective view of learning disabilities from childhood to the present. Of particular relevance to the present study, at the end of the interview the interviewer asked each participant to offer his or her personal definition of learning disabilities. Despite a wide

(continued on page 2)

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How Adults with Learning Disabilities Define Learning Disabilities

(continued from page 1)

array of sophistication about learning disabilities in the study group, all subjects had their own definition of learning disabilities.

Fifty-seven of the 71 subjects offered definitions. Of these definitions, 16 (28%) focused on the concept of a processing deficit as the primary explanation for learning difficulties. Most of these individuals used the specific term, "process," to describe their functioning. The following quotations illustrate ways in which the subjects perceived processing difficulties:

- "Brain is not programmed to process information like most people's brains are programmed."
- "Inability to process either visual or auditory information, either taking it in or giving it out."
- "Not mental retardation, higher IQ, processing problem, you work hard and you fail."
- "Someone who can't concentrate on one thing at a time. Difficult time breaking your train of thought, analyzing different things."
- "Some areas of the brain of the neuropathways are jumbled, missing, in a mess, kind of stretched."

These adults seem to struggle with being able to clarify basic psychological processes. Professionals, too, have struggled with this concept. Definitions of learning disabilities may become more meaningful through increased understanding of issues such as functional limitations and underachievement, two areas that adults with learning disabilities can address directly.

Approximately 23% (n=13) of the subjects described specific functional limitations imposed by learning disabilities. A number of respondents captured the sense of a generic difficulty with learning:

- "Difficulty with learning."
- "Makes it more difficult for you to understand or do something you should normally be able to do."

Other subjects pinpointed academic concerns, usually reading, writing, and math:

- "Specific block in the attainment of academic skills that are not accounted for by mental retardation and tends to be specific to reading, math skills."
- "Difficult time with written words, comprehension, handling numbers . . . time factor . . . slow reader, poor decoding, poor writing."
- "Individual difficulty reading and writing in the accepted way."

Thus, for some adults the most vivid sensation of learning disabilities remains in school. In contrast to the outcomes of many other adults with severe learning disabilities who have struggled to find vocational and social satisfaction, these adults did not emphasize vocational or social difficulties. These adults have been uniformly successful in their vocational pursuits, and, to some extent, in their social endeavors as well.

The vocational outcomes of these individuals demonstrate that specific limitations in areas such as math and reading do nothing to hinder success in adulthood. The subjects in this sample apparently have learned to compensate, cope, and achieve. Perhaps definitions of learning disabilities should include some type of qualification: Although specific deficits associated with learning disabilities are real and persistent, such deficits do not necessarily prevent achievement.

Six of the respondents (11%) seemed to capture the concept of underachievement:

- "Prevents one from developing one's potential."
- "Disability doesn't affect your intelligence but affects your ability to perform sometimes as intelligently as you could; can affect a variety of areas, almost anything."
- "Smarter than can illustrate to others."

These responses unearth, perhaps, a larger issue. Some persons with learning disabilities obviously believe that reaching or expressing their full potential presents a significant difficulty. Interestingly, none of the subjects specifically used the term, underachiever, in their responses, possibly because few of the subjects could be considered underachievers. Instead, responses tended to focus on the idea that they might have achieved to a greater degree if they had not had learning disabilities. However, we might ask, "Would they really have achieved more if they did not have learning disabilities"? Many interviews indicated that, in one way or another, learning how to deal with learning disabilities provided the foundation for success. Many of the subjects felt that they were more determined, resilient, goal-oriented, and creative because of learning disabilities. In a sense, they may have realized their full potential; they simply journeyed on a different route to get to that destination.

Twelve of the subjects (21%) downplayed the construct of learning disabilities as a legitimate disability but rather perceived their difficulties as individual differences. Definitions that acknowledge some kind of difficulty, but stress difference rather than disability, include:

- "Can't learn the way everyone else learns."
- "Learning different. The capacity for learning is the same as normal, but the way they learn is different and not normal."

Other definitions explicitly dismiss the notion of disability,"

- "Not a disability as long as you realize that you will have to work a little bit harder than other people."
- "Not learning disabled: It's learning different."
- "Normal variation of learning, of how people go about learning and communicating. Word that should be gotten rid of. Ought to find a new term."
- "Mind operates differently than normal. Does not mean it doesn't work right, just different."

Finally, several respondents felt that the term was not only ill-conceived but misappropriated. Some specifically focused on poor teaching, and more than one used the term "teaching disability." These reflections remind us that poor learning can be largely in the mind of the beholder, or, more precisely, in the effectiveness of the teacher. After all, adult experience has clearly demonstrated to these subjects that they do have the ability to learn. In many cases, they found

(continued on page 3)

How Adults with Learning Disabilities Define Learning Disabilities

(continued from page 2)

innovative ways to teach themselves. The ability to learn was always present; the knowledge of how to teach students with different learning styles was perhaps absent.

The results of our study suggest that in future attempts to consolidate a definition of learning disabilities, especially in adulthood, professionals and policy-makers should incorporate the direct and personal experiences of adults who live with the condition. Otherwise, constructs are reduced to presumptions lacking a true empirical base. The voices of successful adults with learning disabilities are essential for understanding what can be accomplished and which kinds of approaches lead to success. We propose the following operational definition culled from the experiences of one specific sample of vocationally successful adults with learning disabilities:

Learning disabilities in adulthood affect each individual uniquely. For some, difficulties lie in only one specific functional area; for others, problems are more global in nature, including social and emotional problems. For many, certain functional areas of adult life are limited compared to other areas. Adults with learning disabilities are of average or above average intelligence, but intelligence often times has no relation to the degree of disability. Learning disabilities persist throughout the lifespan, with some areas improving and others worsening. Specific details associated with learning disabilities are real and persistent and may pose significant difficulties in vocation and career. Nevertheless, such deficits do not necessarily preclude achievement, and in some cases, may have a positive relationship with achievement. In almost all cases, learning disabilities necessitate alternative approaches to achieve vocational success.

* * *

This article has been adapted from:
Reiff, H.B., Gerber, P.J., & Ginsberg, R. (1993). Definitions of learning disabilities from adults with learning disabilities: The insiders' perspectives. *Learning Disability Quarterly, 16*, 114-125.

PTI '94

Postsecondary LD Training Institute

June 15 - 18, 1994

Hartford Marriott Hotel, Farmington, CT

Sponsored by the Postsecondary Education Unit of the A. J. Pappanikou Center on Special Education and Rehabilitation at the University of Connecticut

Keynote Address: Sally Scott, Ph.D., Coordinator of Higher Education Department of Rehabilitation Services, Richmond, VA.

Promoting Collaboration at the Local, Regional, and State Levels to Enhance Postsecondary Services for Students with Learning Disabilities

Topics for '94:

- ➔ Legal Issues
- ➔ Computer Technology
- ➔ Differential Diagnosis
- ➔ Learning Strategies
- ➔ Employment Issues
- ➔ Psychiatric Disabilities
- ➔ Faculty Awareness Training
- ➔ Adults with ADD/ADHD
- ➔ Policies and Procedures Regarding Accommodations

Institute Presenters:

Loring Brinckerhoff, Boston University; **Barbara Brown**, Newington Children's Hospital; **Laura DiGalbo**, CT Bureau of Rehabilitation Services; **Barbara Frank & Ron Mahoney**, Fairleigh Dickinson University, Teaneck, NJ; **Jeanne Kincaid**, Attorney, New Hampshire; **William Padula**, Optometrist; **Barbara Rhein**, The Rehab Center; **Patricia Richard**, Educational Associates, Tucson, AZ; **Patricia Tomlan**, PST Educational Consultants, Littleton, CO; and **Patricia Anderson, A. Vivienne Litt, Joan McGuire, Stan Shaw, and Judy Sweeney**, The University of Connecticut.

Institute Specifics:

Separate single sessions, mini-strands, and roundtable discussion groups covering additional topics will also be offered throughout the Institute. The basic registration fee ($295) includes three and a half days of participation in the Institute. The Institute will again be offered for graduate-level academic credit. On **Tuesday, June 14th**, a separate one-day Pre-Institute Conference will be offered, including a keynote address by **Salome Heyward, J.D.**, University of Rhode Island. Separate Pre-Institute registration ($75) is available.

Enrollment in strands is limited, so register **EARLY**. Institute and Pre-Institute brochures will be distributed in March. To receive a conference brochure, contact: The Connecticut Postsecondary Disability Technical Assistance Center at The University of Connecticut, (203) 486-0163/0273.

B.

Meeting the Unique Needs of Minorities with Disabilities

Prepared under contract by:
Tennyson J. Wright, Ph.D., CRC
and Paul Leung, Ph.D.

A Report to the President and the Congress

National Council on Disability
April 26, 1993

BEST COPY AVAILABLE

MEETING THE UNIQUE NEEDS OF MINORITIES WITH DISABILITIES: A REPORT TO THE PRESIDENT AND THE CONGRESS

Publication date: April 26, 1993

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The views contained in the report do not necessarily represent those of the Administration, as this document has not been subjected to the A-19 Executive Branch review process.

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An Independent
Federal Agency

Letter of Transmittal

April 26, 1993

The President
The White House
Washington, DC 20500

Dear Mr. President:

The National Council on Disability is pleased submit to you this special report entitled *Meeting the Unique Needs of Minorities With Disabilities: A Report to the President and the Congress*. We are particularly proud of this report, because it addresses a set of issues that has been largely overlooked by U.S. policymakers.

The National Council has targeted the significant, unmet needs of minorities with disabilities as a policy priority. Minorities constitute a disproportionate share of the disability community and have a unique set of needs in addition to those experienced by other people with disabilities. Many minority persons with disabilities face discrimination on the basis of both minority status and disability. This report reflects the results of a recent National Council conference on minorities with disabilities co-sponsored with Jackson State University in Mississippi, and a public hearing identifying the needs of minorities with respect to the Americans with Disabilities Act of 1990 (ADA), P.L. 101-336, held in San Francisco, California.

With the completion of this report, the National Council remains fully committed to ensuring that the unique needs of minorities with disabilities and their families are addressed. It is only then that we can rest assured that *all* of our citizens with disabilities have access to the American dream. We look forward to working with you in achieving that essential goal.

Sincerely,

John A. Gannon

John A. Gannon
Acting Chairperson
February 1993-Present

Sandra Swift Parrino

Sandra Swift Parrino
Chairperson
October 1983-February 1993

(This same letter of transmittal was sent to the President Pro Tempore of the Senate and the Speaker of the House of Representatives.)

Meeting the Unique Needs of Minorities with Disabilities

A Report to the President and the Congress

Summary of:

Proceedings of a Conference on Minorities with Disabilities
Co-Sponsored by the National Council on Disability
and Jackson State University
May 6–7, 1992

and

A Public Hearing Held by the National Council on Disability
on How Minorities with Disabilities Are Faring Under
the Americans with Disabilities Act of 1990
October 21, 1992

National Council on Disability

ACKNOWLEDGMENTS

The National Council on Disability wishes to thank the members of the Minorities with Disabilities Working Group and others who contributed to its minorities with disabilities initiative, including the many individuals who participated in its conference and testified at its hearing. The administration of Jackson State University was particularly helpful in developing and implementing the conference, including Dr. James E. Lyons, Sr., President; Dr. Herman Smith, Interim President; Dr. Frank Giles; and Dr. Celestine R. Jefferson. We would also like to acknowledge Alyce Jenkins, Dr. Evelyn Davis, Dr. Sylvia Walker, Dr. Vannoy Thompson, Wolanda Thompson, Edward Brewington, Elysse L. Brewington, Edward Shields, Dr. Theda R.W. Zawaiza, Dr. Ruben C. Warren, David Cabrera, David Belgrave, William Murrain, Carl Boyd, F. Burns Vick, Jr., Hope Yasui, and Dr. Frederick D. Bedell. The Council truly appreciates the support of the U.S. Department of Justice through the participation of John R. Dunne, former Assistant Attorney General for Civil Rights, and John L. Wodatch, Chief of the Public Access Section.

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MISSION OF THE NATIONAL COUNCIL ON DISABILITY

The National Council on Disability is an independent federal agency composed of 15 members appointed by the President of the United States and confirmed by the U.S. Senate. It was established in 1978 as an advisory board within the Department of Education. The Rehabilitation Act Amendments of 1984 transformed the Council into an independent agency. The mission of the National Council on Disability is to provide leadership in the identification of emerging issues affecting people with disabilities and in the development and recommendation of disability policy to the President and the Congress. The statutory mandate of the National Council includes the following:

- Reviewing and evaluating on an ongoing basis the effectiveness of all policies, programs, and activities concerning individuals with disabilities conducted or assisted by federal departments or agencies;
- Assessing the extent to which federal policies, programs, and activities provide incentives for community-based services, promote full integration of individuals with disabilities, and contribute to the independence and dignity of individuals with disabilities;
- Providing to the Congress, on an ongoing basis, advice, recommendations, and any additional information that the National Council or the Congress considers appropriate;
- Providing ongoing advice to the President, the Congress, the Commissioner of the Rehabilitation Services Administration (RSA), the Assistant Secretary of the Office of Special Education and Rehabilitative Services (OSERS), and the Director of the National Institute on Disability and Rehabilitation Research (NIDRR) on programs authorized in the Rehabilitation Act;
- Establishing general policies for reviewing the operation of NIDRR;
- Submitting an annual report with appropriate recommendations to the President and the Congress regarding the status of research affecting persons with disabilities and the activities of RSA and NIDRR;
- Providing advice to the RSA Commissioner on policies;
- Making recommendations on ways to improve research; the collection, dissemination, and implementation of research findings; and the administration of services affecting persons with disabilities;

- Reviewing and approving standards for independent living programs;
- Reviewing and approving standards for Project With Industry programs;
- Providing guidance to the President's Committee on Employment of People with Disabilities; and
- Issuing an annual report to the President and the Congress on the progress that has been made in implementing the recommendations contained in the National Council's January 30, 1986, report, *Toward Independence*.

While many government agencies address issues and programs affecting people with disabilities, the National Council is the only federal agency charged with addressing, analyzing, and making recommendations on issues of public policy that affect people with disabilities regardless of age, disability type, perceived employment potential, economic need, specific functional ability, status as a veteran, or other individual circumstance. The National Council recognizes its unique opportunity to facilitate independent living, community integration, and employment opportunities for people with disabilities by ensuring an informed and coordinated approach to addressing their concerns and eliminating barriers to their active participation in community and family life.

NATIONAL COUNCIL ON DISABILITY, MEMBERS AND STAFF

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This report summarizes the papers commissioned by the National Council for the conference and the testimony provided at the ADA Watch hearing on minorities with disabilities. The views expressed and the recommendations presented are those of the authors and witnesses and do not necessarily represent those of the Council.

CONFERENCE PAPERS

1. Introduction: Minorities with Disabilities

   Paul Leung, Ph.D.
   University of Illinois, Urbana-Champaign
   Champaign, Illinois

   Tennyson J. Wright, Ph.D., CRC
   University of South Florida
   Tampa, Florida

2. Educational Needs of Minorities with Disabilities

   Frederick D. Bedell, Ed.D.
   President, Del-K Educational Consultancy Services
   Albany, New York

3. The Vocational Rehabilitation of Minorities

   Frank L. Giles, Ph.D., CRC
   Department of Special Education & Rehabilitative Services
   Jackson State University
   Jackson, Mississippi

4. Employment of Minorities with Disabilities

   Alyce Earl Jenkins, M.Ed., CRC
   Associate Professor, College of Education and Human Services
   Wright State University
   Dayton, Ohio

5. Empowerment of Minorities with Disabilities

   Eva P. Britt, Staff Attorney
   Information, Protection, and Advocacy Center
   for Handicapped Individuals, Inc. (IPACHI)
   Washington, DC

6. Mental Health and Minorities: Emerging Issues

   Timothy Summers, M.D.
   Jackson, Mississippi

7. Prevention of Primary and Secondary Disabilities

   Julie Clay
   Rural Institute on Disabilities
   University of Montana
   Missoula, Montana

8. Minorities, Physical Health and Disability

   Anita Leal, Ph.D.
   Director, Employee Support Program
   University of California, Santa Cruz
   Santa Cruz, California

9. Substance Abuse and Disabilities Among Minorities

   James G. Brown, Ph.D.
   Florida Department of Labor and Employment Security
   Division of Vocational Rehabilitation
   Tallahassee, Florida

10. Research Needs Related to Minorities with Disabilities

    Paul Leung, Ph.D.
    University of Illinois, Urbana-Champaign
    Champaign, Illinois

EXECUTIVE SUMMARY

People with disabilities have always been excluded from the bounty of our nation's resources. Minorities with disabilities, in particular, have been the most disenfranchised of the disenfranchised. It is time that we bring them into the fold as full, first-class participants in our society.

Hon. Rev. Jesse L. Jackson
National Rainbow Coalition

The National Council on Disability, recognizing our society's general neglect of the needs of minority persons with disabilities, and the many social disadvantages that such individuals encounter, developed a key initiative on addressing the needs of minorities with disabilities. Meeting the unique needs of minorities with disabilities has been a priority for the National Council for several years. This report represents one of the many efforts that the Council has made to seek full inclusion for minorities in disability policy decision-making and development.

Disability policy and disability politics are like other areas of domestic policy and politics in our nation—they are dominated by the culture, values, and biases of the majority middle class. Unless we make determined and targeted efforts to ensure the inclusion of minorities in the policymaking process, we will not develop policies and programs that address their unique needs. Too often, little consideration is given to the needs of African Americans, Hispanic Americans, Asian Americans, Native Americans, and other minorities with disabilities. The United States consists of a diverse population and we must make a conscious effort to meet the needs of all our people.

Persons with disabilities who are also members of minorities face double discrimination and a double disadvantage in our society. They are more likely to be poor and undereducated and to have fewer opportunities than other members of the population. It is not certain why this is the case, but we can surmise that it results from the cumulative effect of poor socioeconomic status and poor health that place minorities at greater risk of disability and at greater risk of not receiving needed services if they have a disability.

The National Council's minorities with disabilities initiative has thus far included two major events—a national conference and a public hearing on the broad array of issues concerning minority persons with disabilities.

National Conference on Minorities with Disabilities

On May 6-7, 1992, at Jackson State University, the National Council on Disability convened a national conference entitled "Addressing the Unique Needs of Minorities with Disabilities: Setting an Agenda for the Future." The conference considered a wide range of disability issues, including education, rehabilitation, employment, empowerment, mental health, physical health, prevention, substance abuse, and research, as they relate to the concerns of minorities. (See Appendix A for the Conference Program.)

The conference was attended by 186 persons, most from minority backgrounds. (See Appendix B for a List of Conference Participants.) A variety of papers was commissioned by the National Council from experts on minority and disability issues, including persons with disabilities, service providers, and researchers. The papers addressed each of the nine subject areas of the conference. After the papers were presented at the conference by their authors, other experts presented their reactions to them.

The conference papers and reactions are discussed in sections 2 through 10 of this report. A summary of the general findings and recommendations of conference participants is presented in this Executive Summary. Specific recommendations concerning the various subject areas of the conference are presented in the relevant sections of this report.

Conference Findings and Recommendations

The proceedings of the conference—both in the commissioned papers and in the reactions of the experts who responded to them—contain sets of policy recommendations to improve the lives of minority persons with disabilities. Throughout the presentations, and implicit in the recommendations, are findings on the needs of minorities with disabilities. While specific consensus was not sought at the conference, there was considerable overlap among the various findings and recommendations made by participants.

This report provides a synthesis of the many findings and recommendations presented throughout the conference. The recommendations are based upon a general assumption among conference participants that disability policy and government programs should target those in our society who often have the least and need the most. The consistency of the findings and recommendations demonstrates not only their credibility, but the urgency for action.

Findings

The findings of the conference are as follows:

1. Issues involving minority persons with disabilities are complex and require the coordinated attention of many government programs as well as the competencies of professionals from many different disciplines.

2. As a group, minority persons with disabilities are more at risk, have fewer personal and family resources, have less knowledge and understanding of externally available resources, and fare less well socioeconomically than do minorities without disabilities.

3. There has been limited research on issues related to minority persons with disabilities, and consequently there are insufficient data on these populations to offer substantial guidance for policy or service development.

4. Staff for service delivery systems, including the state/federal vocational rehabilitation program, are not sufficiently trained to work with multicultural populations.

5. There have been insufficient outreach efforts to ensure the participation of minority persons with disabilities in the mainstream of their communities.

6. There have been insufficient efforts to address issues concerning prevention of disability that often affect minority persons, including the effects of racism, violence, substance abuse, and poor general health.

7. There is a need to develop and implement a data set sufficiently descriptive to assess incidence and prevalence of disabilities and the impact of interventions among all minority populations regardless of population size.

8. Education continues to be a key factor for minority persons with disabilities in achieving success; therefore, it must be designed to be more positive, focusing on the abilities of children with disabilities rather than on their limitations.

9. Minority children with disabilities require adequate academic accommodations and support through the attention of sensitive educational personnel and mentors.

10. The ADA holds great promise for minority persons with disabilities, but the promise will be realized only if specific efforts are made for outreach, education, and removal of barriers in minority communities.

11. There is a need to develop grassroots networks and to establish a funded pool of resources to help minority persons with disabilities become part of the mainstream of their communities.

Recommendations for Policymakers

The following are general recommendations that were developed during the conference. Additional specific recommendations relating to the various topics addressed by the conference can be found at the end of each section of this report.

1. Federal, state, and local agencies should coordinate government policies and programs to meet the needs of minority persons with disabilities, using the competencies of professionals from many different relevant disciplines.

2. Policies should be established by all federal, state, and local agencies that administer existing government programs to ensure the inclusion of minorities with disabilities in their programs.

3. Congress should authorize targeted research on minorities with disabilities, and federal disability research agencies such as the National Institute on Disability and Rehabilitation Research (NIDRR) and the National Center for Medical Rehabilitation Research (NCMRR) should plan and fund such research.

4. Federal disability research agencies such as NIDRR and NCMRR should develop policies that include minorities with disabilities in all disability and rehabilitation-related research.

5. Service delivery systems, including the state/federal vocational rehabilitation program, should train staff sufficiently to work with multicultural populations.

6. All federal, state, and local disability programs should develop outreach efforts to ensure the full participation of minority persons with disabilities.

7. The Department of Health and Human Services (DHHS) should develop a specific initiative to address issues concerning the prevention of disability for minority persons, including the effects of racism, violence, substance abuse, and poor general health.

8. Federal disability research agencies such as NIDRR and NCMRR should develop a data set sufficient to assess the incidence and prevalence of disabilities and the impact of intervention among all minority populations, regardless of the size of the population.

9. The Department of Education should develop policies and programs to improve the outcomes of education systems for minority persons with disabilities.

10. The Department of Labor should develop policies and programs to ensure that minority persons with disabilities will be able to participate as full members in the workforce of the future.

11. All federal, state, and local agencies responsible for implementing the ADA, including the Department of Justice, the Equal Employment Opportunity Commission, the Department of Transportation, the Federal Communications Commission, the Access Board, and NIDRR, should target greater resources to minority populations with disabilities and the communities in which they live.

12. Federal, state, and local government should foster the development of grassroots networks connected to more formal regional and national networks for the dissemination of new information and technology and should establish a funded pool of resources to help minority persons with disabilities.

Recommendations for the National Council

The following recommendations specifically target actions for the National Council on Disability, the primary sponsor of the conference, to consider:

1. Establish a National Council policy that all programs of the Council will include the perspectives of minority populations.

2. Develop and implement a national task force on minority populations with disabilities to assist in the review of ongoing and prospective Council programs and activities.

3. Collaborate with all federal agencies that address disability issues to ensure that policies and activities affecting minority populations with disabilities meet their needs.

4. Maintain liaison with national minority organizations (e.g., National Urban League, NAACP) for advice, as well as outreach toward minority populations with disabilities.

5. Initiate national and regional meetings to increase awareness of disability issues, particularly issues concerning the ADA, by minority organizations and their constituencies.

6. Continue to hold forums addressing disability issues that affect minority populations in settings that are fully accessible to minority persons with disabilities.

7. Establish relationships with other federal agencies that affect minority populations with disabilities, such as the Bureau of the Census and the National Institutes of Health, to ensure adequate and appropriate data to assess the need for, and impact of, service delivery programs.

8. Monitor progress within the federal government to ensure the participation of minority persons with disabilities in all aspects of federal policy and programming.

9. Increase outreach to minority populations with disabilities using different languages and alternative approaches to ensure effective communication.

ADA Watch Hearing on Minorities with Disabilities

On October 21, 1992, in San Francisco, California, the National Council held a public hearing on how minorities with disabilities are faring under the Americans with Disabilities Act of 1990 (ADA). (See Appendix C for hearing agenda.) This hearing was part of two National Council initiatives: the Minorities with Disabilities initiative, discussed above, and the ADA Watch initiative, which monitors implementation of the ADA. A summary of the testimony and recommendations presented at the hearing is provided in this Executive Summary.

The testimony and recommendations from the hearing supported one of the major findings of the National Council from the first year of ADA Watch:

"Minorities with disabilities, overrepresented in the disability community, are significantly underreached by current ADA information and technical assistance efforts." This finding, in conjunction with the testimony presented, further supports the Council's major ADA Watch recommendation concerning minorities with disabilities:

> New materials and dissemination strategies should be developed that are targeted to, and sensitive to the needs of, African Americans, Hispanic and Latino Americans, Asian Americans/Pacific Islanders, Native Americans, and other minority populations.

Hearing Testimony and Recommendations

The individuals who testified at the ADA Watch hearing on minority issues discussed their experiences with discrimination on the basis of disability and minority status, as well as their difficulty in gaining access to the resources needed to become self-sufficient. They also presented a variety of recommendations to remedy the problems confronted by minorities with disabilities. As with the conference, there was substantial consistency among the recommendations of the witnesses.

Hearing Testimony

An overarching finding of the ADA Watch hearing on persons from minority backgrounds with disabilities was that such individuals have greater difficulty obtaining employment and gaining access to public accommodations and transportation than do other Americans with disabilities. Witnesses testified that persons from minority backgrounds with disabilities tend to have the following characteristics:

- Are more disabled (i.e., have more functional limitations) than other members of the disability community as a result of such factors as socioeconomic status, educational level, and occupation;

- Face the double challenge of having to contend with discrimination on the basis of both disability and minority status;

- Have the added obstacle of being subjected to greater negative attitudes by the majority in society than other minority groups;

- Have language and communication differences that complicate their ability to obtain meaningful information and technical assistance on the ADA;

- Have differences in cultural values, low self-concepts, and distrust of "government" and "systems," which affects the way they respond to policies and programs;

- Are isolated from the mainstream of American life, reducing potential benefits under the ADA;

- Do not have appropriate training and career development opportunities appropriate from the standpoint of cross-cultural and cross-disability familiarity; and

- Are unable to take full advantage of the ADA and other disability policies because of a lack of (a) effective educational and training models, (b) adequate role models, (c) appropriate vehicles of communication, and (d) economic opportunity.

Recommendations

The following are recommendations of witnesses from the ADA Watch hearing on minorities with disabilities:

1. Require that all ADA implementation activities be sensitive to the linguistic differences, communication styles, and cultural attributes of the various minority groups and persons with disabilities in those groups.

2. Ensure that federal funding is set aside for public and community-based agencies to develop and implement multicultural approaches to providing information, technical assistance, and services related to the ADA.

3. Develop services and publications that focus on minority and disability groups—and that use their preferred language and/or method of communication—for information dissemination, outreach activities, and technical assistance on the ADA.

4. Appropriate funds for public agencies and private community-based entities to develop and implement training and to provide opportunities for economic independence for minorities with disabilities.

5. Establish a high priority on public policies that focus on self-esteem development, advocacy, and personal empowerment of minorities with disabilities.

6. Apply appropriate economic and human resources to enforce the ADA through vigorous compliance investigation, mediation, and legal redress for minorities with disabilities.

7. Designate and fund at a reasonable level a federal entity to collect, analyze, and disseminate data periodically on the various minority groups with disabilities.

8. Explore the extent to which the spirit and letter of the ADA can be extended to Native Americans who live on reservations.

9. Develop and fund leadership training activities for minorities with disabilities to foster their increased self-advocacy and empowerment.

10. Analyze the extent to which minorities, including ethnic minorities with disabilities for whom English is a second language, are inappropriately placed in special education, and develop strategies to eliminate inappropriate placements.

11. Provide incentive funding for colleges and universities to train disability and other (legal, health, etc.) professionals and providers to be sensitive to the needs of people of different races, ethnicities, cultures, and disabilities.

12. Explore ways to eliminate existing disincentives for minorities with disabilities to use publicly-funded programs and services and to increase responsiveness to professional interventions.

1. INTRODUCTION: MINORITIES WITH DISABILITIES

Minority persons with disabilities are among the most untapped of our nation's resources. Most have not been given an opportunity to contribute productively to the well-being of our society. It is essential to the success of our country in the 21st Century to utilize the resources of minority persons with disabilities.

Larry Brown, Jr.
Council Member
National Council on Disability

Minorities and Disability

Minority populations in the United States can be defined or described in many different ways, depending upon whether the emphasis is on race, ethnicity, or culture. For the purposes of this report, the focus will be primarily on African Americans, Hispanic Americans, Asian Americans/Pacific Islanders, and Native Americans. During the last decade, there has been tremendous growth in these minority populations in the United States.

U.S. Bureau of the Census (1990) data indicate that there are 30 million African Americans (an increase of 13.2% since 1980); 22.4 million Hispanic Americans (an increase of 53%); 7.3 million Asian Americans (an increase of 107.8%); and 2.0 million Native Americans (an increase of 37.9%). In comparison, the European American (i.e., White) population grew 6.0% since 1980. The projections into the year 2000 are as dramatic; for example, current minority populations in California are projected to become the majority by the turn of the century.

In her conference paper on the physical health of minorities with disabilities, Dr. Anita Leal describes the four minority groups as follows:

African Americans

- Largest minority population in the United States – 12% of the general population.
- In 1987, only 64%, compared to 77% of European Americans, had graduated from high school.

- In 1986, 31.1%, compared to 11% of European Americans, lived below the poverty level.
- Worst health status among minority groups.

Hispanic Americans (Latino Americans)

- Second largest minority group in the United States – 8% of the general population.
- Heterogeneous group comprised of people of Mexican, Cuban, Puerto Rican, and Central and South American origin.
- Share a common language – Spanish – either as a first or second language.
- Considered an ethnic group and are classified as "White" 90% of the time in racial categories.
- Forty-nine percent of Hispanic Americans over age 25 have not completed high school.
- Proportion of children under 18 years living in poverty is significantly greater than non-Hispanics (47.7% vs. 38.3%).
- Based on limited data, their health status is closer to that of European Americans than that of other minority groups.

Asian Americans/Pacific Islanders

- Fastest growing population in the United States – 2% of the general population.
- Major subgroups are Filipinos, Chinese, Japanese, Vietnamese, Asian Indians, and Koreans.
- Data are scant on health risks and morbidity patterns.
- Only a few epidemiologic surveys have been done in the West and most studies have been conducted in Hawaii.

- Median family income is higher than that of other minority groups and European Americans; however, Vietnamese have a very low average family income.

Native Americans and Native Alaskans

- Smallest minority group in the United States – 1% of the general population.
- Poverty rates are similar to those of African Americans and Hispanic Americans.
- Second worst health status among minority groups, after African Americans.

Minorities with Disabilities

As a result of factors such as poverty, unemployment, and poor health status, persons of minority backgrounds are at high risk of disability. Based largely on population projections and substantial anecdotal evidence, it is clear that the number of persons from these minority populations who have disabilities is increasing. Moreover, based on similar projections, the proportion of minority populations with disabling conditions will probably increase at even faster rates than that of the general population.

However, due to a disturbing lack of hard data on minority populations with disabilities, it is not certain precisely how many members of minority groups have disabilities or how fast this population is growing. Most of the data available on minority populations with disabilities relate to African Americans. Some data are available on Hispanic Americans and Native Americans, and almost none are available on Asian Americans.

Bowe (1992), using 1988 U.S. Bureau of the Census Current Population Survey Data, reported approximately 2,512,000 African American working-age adults with disabilities. The only major prevalence study on minorities with disabilities found that African Americans and Hispanic Americans with disabilities have lower incomes and lower educational levels than their European American counterparts (Asbury, Walker, Maholmes, Rackley, and White, 1991).

Neglect of Minorities with Disabilities

These data, or lack thereof, suggest the need for much more research on minority populations with disabilities. The needs of such individuals have been ignored largely for two reasons:

> First, minority populations have been generally preoccupied with their own particular needs related to survival and elimination of discrimination and racism; disability issues affecting minorities have not been a priority.
>
> Second, the disability community has been preoccupied with general disability issues, such as access to health insurance, personal assistance services and assistive technology; issues specifically affecting minorities with disabilities have not been emphasized.

Overall, public policies and programs of service delivery for Americans with disabilities have been designed for the general population and have not adequately benefited people with disabilities from minority populations. Even the passage of the ADA may not, by itself, have a substantial impact on minorities unless both the minority and majority communities become much more aware of, and sensitive to, the needs of minorities with disabilities.

The need to address the concerns of minorities with disabilities arises from several perspectives.

> First, as noted earlier, the number of minority persons with disabilities is increasing and will continue to increase.
>
> Second, minorities constitute a disproportionate share of the population of persons with disabilities.
>
> Third, the future workforce needs of America will be met not only by its diverse racial and ethnic populations, but by persons within those populations who have disabilities.
>
> Finally, minority persons with disabilities have the right to equal opportunity in our society and the right to benefit fully from disability policies.

National Council/Jackson State University Conference

On May 6-7, 1992, in Jackson, Mississippi, the National Council on Disability and Jackson State University held a national conference on meeting the needs of minorities with disabilities. Experts on minority and disability issues, including researchers, service providers, and government officials, developed and presented papers. The conference was a key component of the National Council's initiative to ensure that the needs of minority persons with disabilities are met.

Over the past several decades, there has been a growing awareness that minorities with disabilities in the U.S have even fewer opportunities than other people with disabilities. To address their problems, two conferences were planned and implemented collaboratively by professional, state and federal agencies prior to 1990. These events were held at predominantly African American colleges and universities.

The National Association of Non-White Rehabilitation Workers convened the first conference at Tuskegee University in Alabama in 1973 and the second conference at Jackson State University in Mississippi in 1980. Among the issues addressed at each event were the status of minorities with disabilities, state and federal support for addressing the needs of minorities with disabilities, and the availability of qualified professionals to serve minorities with disabilities.

Since these conferences, few collective efforts have focused on the "state of affairs" of minorities with disabilities. In the fall of 1991, the National Council on Disability approached the Administration of Jackson State University about hosting a national invitational conference on meeting the needs of persons with disabilities. The purposes of this conference were to:

- Assemble educators, researchers, service providers, administrators, students and other interested persons to examine the state of affairs of minorities with disabilities in the U.S.
- Identify recommendations for improving the quality of life of minorities with disabilities.
- Develop a document to be disseminated to educators, human service agency administrators, elected officials and other interested persons to inform them of the problems encountered by minorities with disabilities population.

- To develop an agenda for the future to identify and address the unique needs of minorities with disabilities.

ADA Watch Hearing on Minorities

On October 21, 1992, in San Francisco, California, the National Council held a public hearing on how minorities with disabilities are faring under the Americans with Disabilities Act of 1990 (ADA). This hearing was part of the National Council's ADA Watch initiative, as well as its Minorities with Disabilities initiative.

Fifteen panelists were featured presenters at the hearing. The ethnically diverse panel included five African Americans, five Hispanic Americans, three Asian Americans, one Native Hawaiian, and one Native American. Nine of these individuals have at least one severe disability, two have a child or parent with a disability, and the others are professionals who focus primarily on the needs of ethnic minorities with disabilities.

In addition to the panelists, 16 witnesses presented testimony during two "open microphone" sessions. Ten have at least one disability. Approximately 55 other persons, many with disabilities, attended the hearing. The testimony and recommendations of the panelists and witnesses are summarized in the Executive Summary to this report, as well as in the specific sections of the report on the nine subject areas.

Based largely on the testimony at the hearing, the National Council on Disability (1993a) found that "[m]inorities with disabilities, overrepresented in the disability community, are significantly underreached by current ADA information and technical assistance efforts." The general recommendation of the National Council (1993a) concerning minorities with disabilities, based on the first year of ADA Watch, was the following:

> New materials and dissemination strategies should be developed that are targeted to, and sensitive to the needs of, African Americans, Hispanic and Latino Americans, Asian Americans/Pacific Islanders, Native Americans, and other minority populations.

Overview of Report

The National Council/Jackson State University Conference and the conference proceedings that this report summarizes are part of a legacy of national, regional, and local conferences that began in the 1960s and continue to bring issues confronting minorities with disabilities to the forefront of our society. Focusing on the issues that particularly affect minority populations with disabilities, the conference planners selected nine subject areas: education, vocational rehabilitation, employment, empowerment, mental health, prevention, physical health, substance abuse, and research.

Each subject area by itself is important. However, each area can also be seen under the broad umbrella of the ADA and other disability laws protecting all people with disabilities, including minorities with disabilities. The National Council commissioned papers on each of the conference subject areas as they relate to minorities with disabilities, and asked other experts to react to the papers after they were presented. Several of the papers presented at the conference discuss how the ADA affects minorities with disabilities. The papers are summarized in sections 2 to 10 of this report.

Statistical data vary widely within the papers. Much of this variability results from the different sources used, as well as from differences in definition. Certainly, such discrepancies in data point to the need for consistent definitions of disabilities among persons from minority populations, as well as uniform approaches to data collection and measurement. Some of the papers use data that are anecdotal and experiential. The paucity of "hard data" reflects limitations in current knowledge and suggests an extensive research agenda on minorities with disabilities.

The information contained in this report has been abstracted by the editors from the original papers commissioned by the National Council. The complete papers, which are contained in the unpublished conference proceedings, are a rich source of data and information. They substantiate, from very different perspectives, some of the day-to-day concerns of persons with disabilities who are also members of minority ethnic/racial populations. In addition, they contain some practical solutions that can be utilized to improve the lives of persons with disabilities and enable the empowerment process to occur.

A complete copy of the conference proceedings is available from the National Council on Disability for those who are interested in in-depth knowledge of the topics summarized in this report. Readers are encouraged to use this information and to incorporate the recommendations into policies and practices to enhance the quality of the lives of minority persons with disabilities. We hope that readers will be challenged by the information and will become an active part of the process to empower minority persons with disabilities to be full participants in American society.

2. EDUCATION

> *Our education system is overloaded, confused, and bogged down. We need to refocus our educational priorities and concentrate on the restructuring of our educational system. We need to go back and take a page out of the successful methodologies used in the one-room school house. We do not need to segregate students. We need to find ways to mainstream.*
>
> Frederick D. Bedell, Ed.D.

The National Commission on Excellence in Education Report, *A Nation At Risk* (1983), brought two important concepts to the forefront in education: 1) the interdependence of an achieving nation and achieving students and 2) the idea of being "at risk," a term now used to describe children whose achievement is undermined by health, social, educational, and/or economic factors.

A report to the President and the Congress of the National Council on Disability (1989), *The Education of Students with Disabilities: Where Do We Stand?* found that students with disabilities generally are at risk, and minority students with disabilities are particularly at risk, of inadequate preparation for employment and for full participation as citizens in our society. It is clear that for our nation to achieve, *all* of its students must achieve, including *all* of its students with disabilities.

Primary Issues

The present education system is overloaded and confused. Poverty, racism, cultural differences, the dissolution of families, and the weakening of home influences are among the contributing social factors that challenge the schools. When these variables are combined with low self-esteem, peer pressure, lack of self-discipline, and inadequate role models, students do not arrive at school ready to learn. To exacerbate the situation, those who are prepared to learn are often subjected to inappropriate curricula, inadequate support services, and, in some instances, a hostile school environment.

As dysfunctional as conditions are for students generally, they are worse for students with disabilities and still worse for students with disabilities from minority backgrounds. The problems they confront are discussed in a recent report of the National Council on Disability (1993b) entitled *Serving the Nation's Students with Disabilities: Progress and Prospects*. In addition to the issues facing students with disabilities generally, there are many issues concerning the education of minority students with disabilities at all levels of the Nation's education system.

Learning must occur for students with disabilities in integrated, mainstreamed settings if they are to be able to compete on an equal basis. Too often, children who are considered at risk find themselves failing in schools that have the least resources, deteriorating physical plants, and dispirited and uninspired teachers. Many students are misplaced, written off, or "fall between the cracks."

Practices in the Education System

Several specific variables have a negative effect on student achievement, particularly among minority students. Among these are the following:

- The disproportionate placement of minorities in special education programs;
- The placement of minority students in special education programs for longer periods of time than nonminority students;
- Environmental factors such as malnutrition, poverty, and parental addiction to alcohol and/or other drugs; and
- The general orientation of the schools toward students with behavioral problems, which does not adequately take into consideration the causes of the problem.

Placement of Minority Students

The Education for All Handicapped Children Act of 1975, Public Law 94-142 (renamed the Individuals with Disabilities Education Act [IDEA]), did little to acknowledge the unique needs of minority children with disabilities. Figueroa (1989) noted that IDEA did not adequately acknowledge the needs of Hispanic American children or those whose native language was not English, and concluded that miseducation of bilingual children may be the norm.

After the passage of the Education for All Handicapped Children Act, 10 million children were identified as "educably mentally retarded." Of that number, 43% were African American. In a paper presented to the National Alliance of Black School Educators, Ruth Love (1989) found that 85% of students in special education programs in Chicago are African American. In school systems in which "ability grouping" is practiced, a disproportionate number of minority children are placed in special education classes.

Misplacement of children into segregated programs often has placed them at a disadvantage. The National Council on Disability (1989) reported several findings from the results of the national study discussed above. Among them are:

- Parents and students reported that schools have low expectations of students with disabilities and establish inappropriate learning objectives and goals;
- Services often are not available to meet the needs of disadvantaged, minority, and rural families who have children with disabilities;
- Special education is a relatively separate system of service delivery; and
- Current thinking regarding effective schools and teaching practices can facilitate the integration of students with special needs into general classrooms.

Recommendations

1. To educate students with disabilities, especially those from minority backgrounds, we must look for a new model that involves a collaborative approach and includes all levels from preschool to higher education.
2. The education system must affect students with disabilities in a positive, not a negative, manner. There must be a focus in preschool programs on preparing students with disabilities from minority backgrounds to be *ready to learn.*
3. Schools must be restructured to eliminate negative effects on students. Cooperative learning is a good example of students' learning through sharing of knowledge rather than competition. Diverse student populations are integrated so that students learn to work together.
4. Schools must be able to serve students based upon their needs for individualized services. In other words, each student is unique and schools must be able to develop and modify programs to fit each student's needs. True individual service planning would go a long way toward meeting the needs of all students in the educational system.

5. Finally, students with disabilities from minority populations must have the opportunity to achieve their potential regardless of the level of education. Attention must be given to funding and ways to enhance access to all education, including higher education.

3. VOCATIONAL REHABILITATION

> *In general, minorities with disabilities are less likely to be accepted or found eligible for state/federal vocational rehabilitation services when compared to Whites with disabilities. If accepted for vocational rehabilitation services, minorities are less likely to be rehabilitated and are provided fewer opportunities for academic training as compared to Whites.*
>
> Frank L. Giles, Ph.D., CRC

A major service delivery program for adults with disabilities has been the state/federal vocational rehabilitation program. However, it has been noted that participation by ethnic/racial minority persons within vocational rehabilitation has not been at the levels warranted by their need, taking into consideration their proportion of the population (Atkins and Wright, 1980; Danek and Lawrence, 1982). The Rehabilitation Services Administration (1989) indicates that, of the total of 213,842 persons rehabilitated in 1989, 80.00% were European American, 17.50% were African American, and the remaining 2.5% were from all other minorities.

Public Vocational Rehabilitation and Minorities

Danek and Lawrence (1982) found that more time was required for African Americans than for European Americans to be accepted for vocational rehabilitation services. Herbert and Martinez (1992), analyzing Pennsylvania data, concluded that 33% of European Americans were found ineligible, compared with 40% of minority persons. These statistics support earlier findings by Rivera (1974), who found that Hispanic Americans are more likely than European Americans to be found ineligible for vocational rehabilitation.

For the approximately 500 Native American tribes recognized by the U.S. government, there are approximately 13 tribal-operated vocational rehabilitation programs, but there are relatively few data on rehabilitative outcomes of Native Americans (Martin, Frank, Minkler, and Johnson, 1988). There are almost no data related to the use of vocational rehabilitation programs by Asian Americans.

Barriers to Vocational Rehabilitation

Current participation in the public vocational rehabilitation program by minorities with disabilities is below expected levels. There is a need for the vocational rehabilitation system to be more responsive to the unique needs of minority populations.

Atkins (1988) advocated using an "asset-oriented" strategy, in which the focus is on the individual's strengths and abilities. Belgrave and Walker (1991) highlighted the importance of factors such as transportation in rehabilitation. Rivera and Cespedes (1983) advocated for the use of community structures such as churches and other community organizations as part of the vocational rehabilitation process.

Leung and Sakata (1988) suggested the need to incorporate languages other than English and to use family support systems. Finally, Martin et al. (1988) identified the need for culturally appropriate interventions in the vocational rehabilitation process.

Training Minorities in Rehabilitation Counseling

A related vocational rehabilitation issue involves the training of persons from minority backgrounds as service providers and specifically as rehabilitation counselors in the vocational rehabilitation system.

Only four universities with rehabilitation education programs listed in the National Council on Rehabilitation Education Directory (1992) are considered to be historically Afri [illegible] erican institutions. Two programs were identified as having signifi [illegible] spanic American students while one university noted significant enrollment of Asian Americans. Total minority enrollment in master's level training has been approximately 15 to 16% during the last decade.

Better representation of minority persons in rehabilitation counseling programs will be needed to meet the demands of changing demographics, in which the total numbers of persons of minority background will increase while those currently in the majority will decrease.

Summary

In general, minorities with disabilities are less likely to be accepted or found eligible for state and federal vocational rehabilitation services compared

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with the overall disability community. If accepted for vocational rehabilitation services, minorities with disabilities are less likely to be rehabilitated and are provided fewer opportunities for academic training compared with other persons with disabilities.

Rehabilitation Services Administration data regarding individuals rehabilitated between FY 1984 and FY 1989 indicate that the numbers of Native Americans/Alaskans and Asian Americans/Pacific Islanders rehabilitated have remained fairly constant during the period. The numbers of Hispanic Americans rehabilitated increased slightly and the numbers of African Americans rehabilitated under programs sponsored by the Rehabilitation Services Administration decreased.

Rehabilitation counseling preservice academic training programs can have a critical impact on the success or failure of minorities with disabilities. Counselors must have an educational background that enables them to work successfully with clients who are of different races or cultures.

Recommendations on Vocational Rehabilitation

1. Federal policies should *enable* the provision of vocational rehabilitation services that are culturally appropriate.

2. Research is needed to determine effective models, services, and resources related to the vocational rehabilitation of persons with disabilities from minority racial/ethnic backgrounds.

3. Training for vocational rehabilitation personnel must include multicultural emphases and clinical training experiences involving persons with disabilities from minority populations.

4. Preservice education programs must include specific courses related to multicultural experiences and service delivery.

5. Incentives should be provided for recruitment and education of underrepresented racial/ethnic populations in vocational rehabilitation. The Rehabilitation Services Administration should continue to fund colleges and universities with substantial enrollments of minorities.

6. There is a need for increased numbers of tribally operated vocational rehabilitation programs to meet the growing needs of Native Americans and Native Alaskans.

4. EMPLOYMENT

We must establish an [employment] agenda for minorities with disabilities which will be multifaceted. Indeed, this interrelatedness of disability, poverty and undereducation dictate implementation of a multidisciplinary, intergovernmental, and interagency approach to the problem.

Alyce Earl Jenkins, M.Ed., CRC

Expansion of employment opportunity is absolutely essential to promoting the economic self-sufficiency of persons with disabilities. However, for persons with disabilities from minority ethnic and racial backgrounds, "employment opportunities, particularly at the higher levels, are sharply limited" (Wright, 1960). The lack of employment opportunities for such individuals results in part from dual sources of discrimination based on minority status and disability; minority women with disabilities may be subject to "triple jeopardy" (Wright, 1988).

High unemployment figures for racial and ethnic minority members with disabilities are particularly significant, in that minority populations themselves have higher incidence and prevalence rates of disabilities than the general population. One study notes that "most ethnic minority persons with a disability are at a high risk given that a larger percentage of this population fall at or below the poverty level" (Asbury, Walker, Maholmes, Rackley, and White, 1991).

According to ADA Watch hearing witnesses, notwithstanding a decade of experience with the Rehabilitation Act, government entities at all levels have failed to take adequate steps to establish appropriate cultural diversity and disability awareness training designed to further recruit, employ, and retain minorities with disabilities within the public sector. The witnesses indicated that the private sector must also be given greater incentives to employ minorities with disabilities.

The problems encountered by minority persons with disabilities in securing and maintaining employment can be the result of exclusionary practices by employers, labor unions, and the vocational rehabilitation service delivery system.

Employers

According to a Louis Harris (1987) poll commissioned by the National Council on Disability, over two-thirds of persons with disabilities are unemployed. Similarly, Bowe (1990) indicated that only 32% of working age (16-64) adults with disabilities work or are actively seeking work. The levels of employment for African Americans with disabilities in the workforce were even lower, at 22% employed; for Hispanic Americans with disabilities, the level was 23% employed. Braddock and McPartland (1987) suggested that there are built-in barriers such as segregated networks, information biases, and negative stereotypes held by employers, all of which result in low employment levels.

Labor Unions

Jenkins stated that, while labor unions have been known for their advocacy of workers' rights, persons with disabilities, including those of minority ethnic/racial backgrounds, have not benefited greatly from their efforts. Labor unions might be reluctant to advocate for ethnic/racial minority persons with disabilities in their negotiations with management.

This neglect may be based upon fears that employment of persons with disabilities may weaken wage structures and that restructuring jobs may lead to contract changes (Whitehead, 1990). Unions often are reluctant to "bend the rules" concerning seniority clauses (Bradford, 1990). Consequently, according to these researchers, unions have not been a progressive force in increasing the numbers of minority persons with disabilities in the workforce.

Education and Employment

Education has always been considered a key to employment success for minorities and persons with disabilities. Yet, education for students with disabilities remains problematic. Brolin and Gysberg (1989), in their study of education and persons with disabilities, concluded that "[s]tudents with disabilities are not attaining greater vocational and independent living success than they did in previous years" (p. 155).

Persons with disabilities, including minorities with disabilities, have been shortchanged in both regular and special education programs. Failure to provide quality, relevant education to minority persons with disabilities results in their continued exclusion from the workforce. This topic is discussed further in section 2 on education.

Vocational Rehabilitation and Employment

The public vocational rehabilitation program is specifically charged with providing services to all persons with disabilities without regard to their race or ethnicity. However, it was noted more than a decade ago (Atkins and Wright, 1980) that ". . . a large percentage of Black applicants were not accepted for service; of applicants accepted for service, a larger percentage of Black cases were closed without being rehabilitated; and Blacks whose cases were closed as successfully rehabilitated were more likely than Whites to be in the lower income levels" (p. 42).

Differential participation in the vocational rehabilitation process serves to exclude minority persons with disabilities from employment opportunities. Although the research that has been conducted in this area has not included all minority groups, it appears that the proportion of minorities with disabilities who gain access to and succeed in the vocational rehabilitation system is much lower than their proportion of the general population, thereby contributing to their low employment figures.

The number of persons from minority populations employed in the vocational rehabilitation system may also be a factor limiting the participation of minority clients. Humphreys (1980) suggested that if we are going to attract minority clients to that system and if we are going to get them the services they so desperately need, we need a much higher proportion of rehabilitation professionals, counselors, supervisors, and administrators who are African American, Hispanic American, Asian American, and Native American.

However, Jenkins (1989) concluded that little is known about the number of minority persons employed as part of the vocational rehabilitation service system. This topic is discussed further in section 3 on vocational rehabilitation.

Recommendations on Employment

1. An agenda for the employment of minority persons with disabilities must be multifaceted. There must be a collaborative effort of employment programs, public education, private enterprise, and health and human services programs to enable minorities with disabilities to access employment.

2. An advisory body should be established with the support of the Department of Labor to address concerns related to apprenticeships, supported

employment, and job restructuring to enhance access of minority persons with disabilities to labor unions.

3. A national network of employers and minority persons with disabilities should be established to enable the sharing of job leads, to reduce feelings of isolation, and to provide a forum for proactively discussing employment issues.

4. Strategies should be developed to ensure the inclusion of minority children with disabilities in appropriate education at all levels from preschool to higher education, as already required under the IDEA legislation.

5. The Rehabilitation Services Administration should use its existing networks to develop a national outreach program targeting minority populations in order to increase their employment levels.

5. EMPOWERMENT

> *We, in the U.S., are faced with a dilemma of staggering seriousness. Our minority citizens with disabilities are born identified as a minority within a minority. They suffer and are ignored. They are disenfranchised, discriminated against, and are dying physically and spiritually; they are hungry, unclothed, unemployed, unsheltered, and completely unaware of the quality of life which is their constitutional right and guarantee.*
>
> Eva P. Britt, J.D.

Empowerment is often described as giving an individual the official power or authority to determine his or her destiny. The conference paper by Eva Britt states that minority persons with disabilities face a double dilemma as a minority within a minority. They have little or no power to advocate for themselves and have not been empowered by the majority society to determine their own destiny.

Minorities with Disabilities

Britt notes the following major problems faced by minority persons with disabilities:

- African Americans and other minorities with disabilities have been and continue to be isolated from the mainstream of health and human service delivery systems;
- African Americans and other minorities with disabilities are overrepresented in every statistical indicator of lower socioeconomic status and poor health;
- There are few bilingual persons available to serve those for whom English is a second language;
- There are a lack of accurate data on the racial/ethnic backgrounds of persons with developmental disabilities;
- Agencies do not institute outreach programs to encourage participation of African Americans and other minority persons with developmental disabilities;

- An insufficient number of African American and other minority professionals are trained to work with minority persons with developmental disabilities; and
- Health and human services agencies generally are not well versed in or familiar with the provisions of the Civil Rights Act-Title VI, The Rehabilitation Act, or the ADA.

Recommendations on Empowerment

Britt stated that serious problems demand creative solutions. Among the solutions she recommended were the following:

1. African Americans and other minorities with disabilities who are knowledgeable of the issues that affect them must be included in implementing solutions.
2. Organizations such as state protection advocacy systems, state mental health administrators, state developmental disabilities councils, and others must become information and empowerment centers and "think tanks" for the minorities with disabilities.

6. MENTAL HEALTH

> *Members of minority groups perceive themselves as different from the majority group and they are perceived as being different by Whites. These perceived differences, the historical context of the groups' interactions, and their place in economic history have resulted in a complexity of feelings, attitudes and perceptions. These differences have often resulted in differential treatment which permeates the U.S. and its institutions including the mental health system.*
>
> Timothy Summers, M.D.

Mental health is a general term that refers to the ability of an individual to negotiate the daily challenges and social interactions of life without cognitive, emotional, or behavioral dysfunction. In addition to socioeconomic variables, mental health is affected by biological and genetic factors, as well as acute or chronic physical conditions.

Demographic information on mental health in minority populations is very limited; diagnosis and prevalence studies are insufficient. Extant epidemiologic studies suggest that minority populations, especially African Americans and Hispanic Americans, have not had resources to cope with mental health problems. For example, an East Baltimore study found that 53% of minorities had unmet mental health needs, in contrast to 44% of non-minorities (DHHS, 1991).

At the same time, African Americans and Hispanic Americans appear to be overrepresented with respect to prevalence of alcohol abuse/dependency and the use of other drugs such as crack cocaine and heroin (as discussed in section 9), and they are more likely than European Americans to be diagnosed as having paranoid schizophrenia. European Americans are more likely to be initially diagnosed as having affective disorders such as depression. Interestingly, subsequent rediagnosis by trained personnel often eliminate these diagnostic differences (DHHS, 1991).

Alcoholism and suicide among Native Americans is significantly higher than in the majority population, with estimates that "alcohol abuse and its consequences are nearly twice as pervasive among Native Americans as among any other population in the U.S." (DHHS, 1991). Again, there are very limited data available on the mental health of Asian Americans, or on whether they or other minorities have adequate access to the mental health system.

In today's multicultural society, mental health workers must consider factors such as beliefs, attitudes, language, and communication difficulties. Mental health workers must be able to correctly interpret behavior and comprehend psychiatric symptoms within the cultural context of the client.

Recommendations on Mental Health

1. In addition to providing traditional interventions such as psychotherapies and medication management, service providers should establish programs for the development of caring communities.

2. Efforts should be made to stimulate the community's positive response to individuals with mental health needs and to create local initiatives to provide solutions.

3. Ethnic diversity should be seen as a positive, healthy, and expected characteristic of communities, one to be understood with respect and tolerance.

4. Significant attitudinal changes and new priorities should be established to find new ways to benefit from old technologies. The lingering notion that persons from minority racial/ethnic backgrounds are inherently inferior to others in our society must be rejected. This attitude has significant negative impact on potential treatment outcomes. Mental health approaches must recognize this problem and create positive alternatives to addressing the needs of persons from minority racial/ethnic backgrounds.

5. Government programs must be restructured to be more responsive to the needs of minorities with disabilities. Current funding structures may need to be rethought so that new initiatives will have resources. The emerging problems of mental disorders, drug and alcohol abuse, and HIV/AIDS prevalence in minority communities have a direct impact on the larger society. Only through cooperative, collaborative mechanisms will solutions develop.

7. PHYSICAL HEALTH

> *Disability is not yet fully a part of the debate on the need for better health care for minorities, in particular minorities with disabilities. Instead, epidemiology studies . . . [focus] on pathology and ignore disabilities, to the chagrin of the disability studies' field.*
>
> Anita Leal, Ph.D.

The conference paper by Anita Leal entitled "Minorities, Physical Health and Disability" offers a rich discourse on the physical health status of minorities in the United States. The purpose of her paper was to "draw attention to and increase awareness of the unique needs of minorities with disabilities." She presented the following:

- A review of the state of physical health of minorities in the United States;
- An exploration of available information about minorities with disabilities, current models of the disablement process, and its application to minorities;
- An examination of the experience of minorities with disabilities in the state/federal vocational rehabilitation system; and
- Conclusions and recommendations for improving the physical health of minorities.

Minorities with Disabilities

According to Dr. Leal, our society has known for years about the poor physical health of minorities generally and their vulnerability to disability. Despite this awareness, health care providers and agencies know virtually nothing about the following:

- The physical health status of minorities with disabilities;
- The experience of minorities with disabilities in health care delivery systems;

- The experience of minorities in the disablement process; and

- The experience of minorities in the vocational rehabilitation process.

Approximately 35 million Americans have conditions that interfere with major life activities. Dr. Leal cited studies that identify the meaning and concept of disability. Most important, she noted that the traditional meaning has expanded from a medical condition (e.g., physical or mental) to include environmental and contextual factors. She also indicated that little is known about the disablement process experienced by minorities.

The 1980 Bureau of the Census Report (Bowe, 1983) included the following data concerning disability rates among working age adult minorities:

- 8.5% of working adults reported a disability limiting the amount or type of work they could do.

- Just over 14% of African Americans reported a work disability.

- 8.4% of Hispanic adults reported a work disability.

Other data cited from the National Health Interview Survey (Ries and Brown, 1991) for the years 1983-85 indicate that a work limitation was reported by as many as 6.1% of European Americans, 10.3% of African Americans, 3.3% of Asian Americans/Pacific Islanders, and 10.4% of Native Americans.

Physical Health Status of Minorities

Among the highlights cited by Dr. Leal from the *Secretary's Report of the Task Force on Black and Minority Health* (DHHS, 1985) and *Health Status of Minorities and Low-Income Groups* (DHHS, 1991) were the following:

- The life expectancy of African Americans is 69 years of age as compared to 75 years of age for European Americans.

- The physical conditions for which risks of death are highest for African Americans under age 45 are tuberculosis, hypertension, and anemia.

- Death rates for heart disease are higher among African American men and women under age 70 than among European Americans.

- There is an 11% excess incidence of cancer among African Americans compared with nonminority Americans.

- High cancer rates for Hispanic Americans included cancer of the stomach, prostate, esophagus, pancreas, and cervix.

- Heart disease is the leading cause of death for Asians.

- The death rate of Native Americans under age 45 is strikingly high (43%) because of unintentional injuries, cirrhosis, homicide, suicide, pneumonia, and diabetes.

- The risk for AIDS among African American and Hispanic American men was almost three times that of European American men in 1989.

- Fifty-one percent of all female cases of AIDS were among African American women.

- Nineteen percent of all female cases of AIDS were among Hispanic American women.

- African Americans have been found to receive fewer health care preventive services than European Americans.

Britt, in her conference paper on empowerment, also presented rather alarming data on the health status of African American children in the United States. She noted the following:

- African American children are much more likely to suffer from poor health than are the majority of their peers;

- An African American child has a 30% greater probability of dying by his or her 14th birthday than does a European American child;

- An African American child living in deteriorating housing has a 25% chance of having excessively high levels of lead in his or her teeth and blood;

- Over 40% of all African American children, compared with 29% of European Americans, do not see a physician each year;

- Seventeen percent of all African American children have no regular place of care, despite their strong possibility of poor health;

- Thirteen percent of all African American children are born with low birthweights; and

- African American adolescent mothers are most likely not to receive prenatal care or to delay it until the last three months of pregnancy.

Recommendations on Physical Health

Dr. Leal concluded that, "[D]isability as a health issue gets minimal attention from the epidemiological community...and the disability community itself neglects minorities in its policy planning." She also noted that, "[T]here is also mounting evidence that medical services as well as disability/rehabilitation services have been underutilized by minorities." She concluded that health care providers and researchers have not linked disability and rehabilitation conceptually or empirically with physical health status and that this particular area must be the focus of research and policy planning.

Among Dr. Leal's recommendations were the following:

1. There is a need for improved collection of information on the incidence and prevalence of disability among minorities;

2. Existing untapped databases must be accessed and used as a basis for further research;

3. Additional funds are needed to conduct research on the physical health status of people of minority group origin;

4. The aggressive recruitment and inclusion of minority researchers and educators in the field of health, disability, and vocational rehabilitation is strongly encouraged; and

5. Communication must be improved between the minority communities and government agencies that are charged with the provision of health related services, including the Rehabilitation Services Administration.

8. PREVENTION OF DISABILITIES

> *Strategies need to be developed in which American Indians and other minorities are included in an immediate national agenda for prevention. This will be the only way to ensure that minority populations will have a voice in the development of prevention programs that are relevant to them.*
>
> Julie Clay

Four excerpts from *Culture Shock: Waking Up in a Foreign Land* by Tower were cited as illustrative of the need for culturally appropriate primary and secondary prevention activities. The struggles of these four young persons with differing levels of spinal injury highlighted a series of recommendations. While the focus was on Native Americans, the recommendations have value for all racial/ethnic populations with disabilities.

Native Americans experience the highest percentage (13.4%) of major activity limitations among ethnic groups: it has been estimated that one-third of Native Americans over 18 years of age have a functional limitation. The Indian Health Service recently sponsored a conference, "Disabilities and Their Effects on American Indians and Alaskan Native Communities." Participants in the conference developed recommendations in four areas: an Indian Health Service definition of disability; education, identification, and prevention; service delivery; and information.

As discussed in the Introduction and section 7 on physical health, disability occurs at a greater rate among most racial and ethnic minorities. Approximately 14.1% of adults in the African American population are considered "disabled," compared with 8.4% of the European American population. The unemployment rate for African Americans with disabilities is estimated to be approximately 60% to 90%. Poverty is the primary underlying factor that contributes to a high incidence of disability among African Americans.

It is important that any model of primary and secondary prevention recognize the importance of culture. For example, within the American Indian population, spirituality is an integral part of wellness. Spiritual beliefs, such as wellness as the harmony of body, mind, and spirit, must be part of any preventive efforts.

Recommendations on Prevention

1. Develop strategies specifically targeted at minority populations to decrease the prevalence of disability caused by injuries and chronic diseases. The goal is to reduce the incidence of disabilities resulting from a variety of factors, including environmental factors that cause or contribute to new disabilities.

2. Ensure that primary and secondary prevention of disability among minorities receives national attention and becomes a policy priority through increased education. Request that the Centers for Disease Control (CDC) obtain and disseminate knowledge of the variables that lead to disabilities in minority populations and how to prevent them.

3. Develop a community model of primary and secondary prevention that includes culturally relevant strategies. This will require that minority persons with disabilities most directly affected must be a part of the effort to develop a strategy.

4. Develop a survey instrument to measure incidence and prevalence of various disabilities in minority populations. This will allow the identification of risk factors, the magnitude of risk, and the degree to which risk can be controlled. Eventually, survey data will permit the development of effective preventive interventions.

9. SUBSTANCE ABUSE

> *Alcohol and substance abuse is a problem for many persons with physical and/or mental disabilities which further complicates rehabilitation. Rehabilitation services must be offered with an understanding and knowledge of racial/ethnic/cultural groups, disability, and substance abuse if successful rehabilitation is to occur.*
>
> James G. Brown, Ph.D.

Recent estimates by the National Institute on Drug Abuse (1991) of the number of Americans who use or abuse alcohol and/or other substances in the United States are alarming. They include the following:

- 7.3 million Americans abuse alcohol.
- 66.1 million Americans have used marijuana.
- 37.5 million Americans have used crack cocaine.
- 0.66 million Americans have used heroin.

Alcohol and substance abuse are problems among many persons who have physical and/or mental disabilities. Researchers have estimated that the prevalence of alcohol and substance abuse for persons with physical disabilities may be as high as 60% compared with 8% to 10% in the general population (Western Center Drug-Free Schools and Communities, 1990). Particularly high incidence has also been reported in persons with traumatic brain injuries, mental disorders, and among those with hearing and visual impairments (Bell et al., 1987).

Approximately 5% of persons served by the state/federal vocational programs of the Rehabilitation Services Administration have a diagnosis of "multidisabled alcoholism." Significant incidence of alcohol and substance abuse also exists among minorities with disabilities, including African Americans, Hispanic Americans, Native Americans, and Asian Americans.

African Americans

Alcohol and/or substance abuse among African Americans is reported to be high (National Institute on Drug Abuse, 1991); data reflect the following:

- Approximately 8.2 million African Americans have used marijuana

- Approximately 1 million African Americans have used crack cocaine

- Approximately 101,000 African Americans have used heroin

Barriers to the rehabilitation of African Americans with disabilities associated with substance abuse include the following:

- Prejudicial attitudes

- Negative stereotypes of substance abusing persons

- Few, if any, supportive family members

- Lack of transportation

- A greater sense of hopelessness

- A history of failure and chronic emotional stress

Hispanic Americans

According to some researchers (Lawson and Lawson, 1989), Hispanic Americans represent one of the fastest growing and youngest minority groups in the United States. Approximately 15 to 20 million Hispanic Americans (9% of the population) are legal residents; an additional 6 million are estimated to live here as undocumented aliens. Forty-four percent are under the age of 18. Approximately 22% live below the poverty line, compared with 11% of non-Hispanics. The unemployment rate for Hispanic Americans is estimated to be as much as one-third higher than the national average.

Patterns of alcohol and/or substance abuse are alarmingly high among Hispanic Americans (Lawson and Lawson, 1989). Estimates are as follows:

- Hispanic Americans are three times more likely to experience alcohol-related difficulties than persons in the general non-Hispanic population.

- Alcohol is the most frequently abused drug, followed by marijuana, cocaine, and heroin.

- Hispanic Americans have a higher than average use of inhalants (e.g., model glue).

Other factors that may contribute to alcohol and substance abuse among Hispanic Americans are the cultural concept of *machismo* and the stresses of cultural shock, acculturation, and high unemployment.

Native Americans

Alcohol and/or substance abuse among Native Americans is alarmingly high (Brod, 1975). Estimates of abuse include the following:

- Alcohol-related death rates ranged from 4.3 to 5.5 times the U.S. rate for all races, including diseases of the heart, accidents, malignant neoplasms, and cerebrovascular disease.
- Females use drugs at the same rate as males.
- Youth are consistently reported to have the highest prevalence rates for inhalants.
- Acculturation and deculturation contribute significantly to feelings of discouragement and an array of other dysfunctional behaviors and conditions.

Asian Americans

Asian Americans are considered to be one of the fastest growing minority populations and the second smallest minority group in the United States. The Asian American community is comprised of 28 ethnic groups with diverse cultures and languages. Because of limitations in data collection methods, there is a scarcity of data on the extent of disability among Asian Americans. It is also theorized that the lack of data may be a result of the fact that Asian Americans tend not to acknowledge the existence of persons with disabilities in their communities.

The following factors contribute to a high susceptibility to disability (Kitano et al., 1985; Sue, 1987):

- Economic, social, and political inequities
- Inadequate health care

- Alienation and powerlessness

- Acculturation

Despite the lack of verifiable data, there appears to be a low incidence of alcohol and other drug abuse in the Asian American community. However, there are signs of a growing consumption of alcohol and other drugs among Asian Americans, which may be the result of acculturation (Kitano et al., 1985; Singer, 1974; Sue, 1987).

Despite the seeming lack of widespread alcohol and/or substance abuse among Asian Americans, there appears to be a relatively high percentage who are diagnosed as having psychosis. Some studies indicate that Asian Americans are more severely disabled by psychiatric disorders at the time they are brought to the attention of mental health service providers (Sue, 1987).

There is an urgent need to develop methodologies to enhance effective service delivery to Asian Americans with disabilities.

Recommendations on Substance Abuse

The following are among the recommendations concerning minority populations identified as requiring immediate implementation:

1. Legislate funding for prevention, treatment, and interdiction of illegal drugs and alcohol and/or substance abuse;
2. Include grassroots and community-based organizations in federal grant initiatives to address the problems of alcohol and substance abuse;
3. Legislate a national health care program and insurance for all Americans;
4. Require pregnant women who are disabled by addiction to participate in drug treatment programs;
5. Require all local, state, and federal treatment programs to provide culturally specific treatment providers who speak the native language of the person with a disability;
6. Support the National Congress of American Indians' recommendation to require that the entire 1% Title I allocation be spent for Section 130 vocational rehabilitation programs; and

7. Establish research and training centers whose mission is to generate research and training information on health and cultural issues for minority persons with disabilities.

10. RESEARCH NEEDS

> *Previous research has often related only to the agenda of the researcher, and results of research frequently have not been shared with those who participated. One aspect of research must involve developing trust with, and a commitment of, the community. The objectives must be shared, developed and implemented with the people who will benefit from the research.*
>
> Paul Leung, Ph.D.

Research on minority groups with disabilities has not been a priority in the national disability research agenda. The research that has been conducted in this area has often been problematic because of the way it has been conducted (e.g., flawed methodologies) and because the results have not always directly affected minority persons with disabilities and their communities. Despite recognition of the importance of research on minorities with disabilities, little has been accomplished.

For example, the draft of the research plan for the National Center for Medical Rehabilitation Research (1991) recognized that "influencing factors" affecting the rehabilitation process include cultural, ethnic, and gender diversity. The plan specifically stated that "most of the conditions leading to restricted mobility disproportionately affect minority populations." However, it did not specifically target research for minority populations with disabilities.

Current Knowledge

The identification of problems that minority persons with disabilities encounter is most advanced with respect to data on African Americans, Hispanic Americans, and Native Americans. Because of their relatively small numbers, there are few data on Asian Americans. The data available for all groups are often not particularly helpful in formulating policy, developing planning strategies, or devising interventions.

Much of the research that has been conducted on minorities with disabilities has concerned mental disabilities. There has been relatively little research related to physical and sensory disabilities among minority populations. One comprehensive review of the literature on rehabilitation of minority persons, compiled by Wright and Emener (1989) with an annotated bibliography, indicates that less than 25% of the 526 entries related to physical/sensory disabilities.

One of the key findings of the ADA Watch hearing was that there is a lack of demographic data about people of various racial, ethnic, and cultural minorities with disabilities and their families. Research on the demographics of disability among various cultural/ethnic/racial minority groups will greatly facilitate the ability of government and local agencies to develop policy and to implement appropriate interventions. The following is a brief review of work in a few key areas.

Access to Rehabilitation

Early work on the issue of access of minority persons to vocational rehabilitation programs suggested an underrepresentation of African Americans compared with others (Atkins and Wright, 1980). Further studies by Asbury et al. (1991) and Walker et al. (1991) suggested that there are complex issues concerning educational levels and lower socioeconomic status that impede access to rehabilitation. Graham (1992) suggested that research comparing African Americans and European Americans should incorporate socioeconomic status to "disentangle race and social class effects."

Assessment and Eligibility Issues

Within the rehabilitation process, there is a need for research that examines data such as those compiled by the Rehabilitation Services Administration on minority persons with disabilities. There have been no systematic efforts to study these issues within the state/federal vocational rehabilitation system. Research is needed to identify important variables related to assessment and access to rehabilitation for minority populations with disabilities.

Culturally Specific Rehabilitation

All of the presently funded Rehabilitation Research and Training Centers related to minority populations with disabilities have focused their attention on the development of culturally specific rehabilitation models. These models may have application far beyond the particular group for which they are developed and result in programs that more effectively serve all rehabilitation participants, as a result of the individually appropriate nature of culturally specific models.

Recommendations on Research

1. Minority communities and persons with disabilities should be involved in the process of planning research, implementing research, and interpreting findings of research.

2. The data base on minority persons with disabilities should be improved, by using sampling techniques that allow analysis of smaller populations in meaningful ways.

3. Data collection efforts on issues relating to minority persons with disabilities should be increased.

4. Specific research initiatives should focus on particular racial, ethnic, and cultural minority populations.

5. The federal government should continue establishing Research and Training Centers targeting minority populations.

6. Federally funded research projects on persons with disabilities, such as the Research and Training Centers, should be required to include underrepresented groups in all their research efforts.

7. Training and education programs in disability and rehabilitation research for persons of minority backgrounds should be developed to enhance the total research capability.

8. A large longitudinal study should be planned and conducted to explore the effects of rehabilitation on minority populations with disabilities over time.

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UNITED STATES DEPARTMENT OF EDUCATION

OFFICE OF SPECIAL EDUCATION AND REHABILITATIVE SERVICES

May 12, 1995

Contact Person
Name : Bill Halloran
Telephone: (202) 205-8112

OSEP - 95-17

MEMORANDUM

TO : Chief State School Officers

FROM : Thomas Hehir
Director
Office of Special Education Programs

SUBJECT C. Cooperative Agreement - U.S. Department of Education
Social Security Administration

The U.S. Department of Education, Office of Special Education Programs and the Social Security Administration, Office for Disability have formally agreed to work together to develop and implement a world-class employment strategy for youth with disabilities transitioning from school to adult and working life.

The intent of the agreement is to ensure that students eligible for the benefits of the Social Security Disability Programs will be informed and that schools will be prepared to assist them in accessing the work incentive provisions of the program. The activities associated with this agreement will be related to the Graduating to Independence Campaign intended to assist youth with disabilities in using employment incentives in their transition from school to adult and working life. It is expected that activities of the Federal agencies will encourage greater collaboration of agencies at the national, regional and local levels. Our goals are in keeping with President Clinton's stated goals for people with disabilities to be able to move:

- from dependence to independence
- from paternalism to empowerment; and
- from exclusion to inclusion

400 MARYLAND AVE., S.W. WASHINGTON, D.C. 20202

OSEP will be working closely with the National Transition Network at the University of Minnesota to develop technical assistance materials and provide assistance to education agencies in utilizing the employment incentives of the Social Security Disability Programs. "Graduating to Independence" training packets are being sent to each State Department of Education, local administrators and secondary school personnel.

If you have questions regarding the attached information, please call Dr. William Halloran at (202) 205-8112.

cc: State Directors of Special Education
RSA Regional Commissioner
Regional Resource Centers
Federal Resource Centers
Special Interest Groups
Parent Training Centers
Independent Living Centers
Protection and Advocacy Agencies

Graduating to Independence: Developing a World-Class Employment Strategy for Youth with Disabilities Transitioning From School to Adult and Working Life

Introduction

The U.S. Department of Education and the Social Security Administration are collaborating to increase the opportunity for employment of SSA disability beneficiaries exiting public school programs in order to promote their economic self-sufficiency and reduce their dependence on the benefit rolls.

There are over 7 million Supplemental Security Income and Social Security Disability Insurance beneficiaries who receive benefits based on severe disabilities. The number of beneficiaries with disabilities and program expenditures have grown steadily over the last ten years with the fastest growing segment being under age 30. A number of studies have shown that many of these people want to work and with appropriate assistance, become employed. The 1994 Louis Harris and Associates survey of people with disabilities reported that out of 100 Americans with Disabilities of working age, 68 are not working; of those 68 who are not working, 54 report that they want to work. Dramatic changes in medical and assistive technologies; improvements in SSA work incentive provisions and the legal rights affecting access to the workplace; and, broader public and employer support provide new opportunities in assisting individuals to become employed.

For the past several years, extensive research and outreach activities have been undertaken by SSA and others to discover better ways to assist beneficiaries in becoming gainfully employed. We have learned that strong outreach and marketing are needed to tell people with disabilities about the availability of services, work incentives and the job opportunities that are available. The current service delivery systems must be enhanced to meet the needs of the many beneficiaries who want to work by providing sufficient access to rehabilitation and employment services. The Department of Education has supported many innovative programs to expand and improve services relating to the education, rehabilitation, and employment needs of people with disabilities.

The implementation of the Americans with Disabilities Act (ADA) has and will continue to increase opportunities to achieve independence. But we must be actively involved in the coordination of services to ensure even greater success. The Social Security Administration and agencies in the Department of Education have already initiated a number of important collaborative efforts and this memorandum serves to restate and further define this commitment.

STATEMENT OF PRINCIPLE

The Department of Education and the Social Security Administration are committed to the education, rehabilitation, and employment of people with disabilities. We will continue to work together and seek more effective means to coordinate and provide the services that are necessary to expand opportunities for people with disabilities to enter or re-enter the workforce. The benefits and incentives included in the Social Security Disability Programs can be used as a source of support for individuals making the transition from school to adult life.

Guidelines

The U.S. Department of Education will collaborate with the Social Security Administration to:

- Implement the Graduating to Independence campaign to assist youth with disabilities in using employment incentives in their transition from school to adult and working life.
- Encourage early intervention and referral methods through public information and education activities in schools and Social Security offices.
- Develop a strategy to more effectively train parents, advocates, educators, and youth with disabilities, on how to work with Social Security offices to use the Social Security work incentives to facilitate the transition from school to work.

- Encourage the inclusion of employment and rehabilitation services as well as work incentives in self-determination and empowerment strategies being supported in model demonstration programs funded by the Department of Education.

- Develop a strategy to more effectively help students who have achieved supported or sheltered employment in school to transition into competitive employment before leaving school.

Vision of SUCCESS

This guidance will encourage greater collaboration of our agencies at the national, regional and local levels. Our goals are in keeping with President Clinton's stated goals for people with disabilities to be able to move:

- from dependence to independence;
- from paternalism to empowerment; and
- from exclusion to inclusion.

The outcome will be a more comprehensive approach to education, training and competitive employment for youth with disabilities. Inclusion, self-determination, empowerment and equality as promised by the Americans with Disabilities Act will represent success.

Susan Daniels
Susan Daniels
Associate Commissioner
for Disability
Social Security Administration

Thomas Hehir
Thomas Hehir
Director
Office of Special Education
Programs
U.S. Department of Education

NCRVE

National Center for Research in Vocational Education

University of California, Berkeley

Office of Special Populations'

BRIEF

Volume 6, Number 3

D. CAREER GUIDANCE AND COUNSELING: RECENT LEGISLATION

by Esmeralda S. Cunanan and Carolyn Maddy-Bernstein

> ***There is no part of life where the need for guidance is more empathic than in transition from school to work--the choice of a vocation, adequate preparation for it, and the attainment of efficiency and success. The building of a career is quite as difficult a problem as the building of a house, yet few ever sit down with pencil and paper, with expert information and counsel, to plan a working career and deal with the life problem scientifically, as they would deal with the problem of building a house, taking the advice of an architect to help them (Parsons, 1909, p. 4).***

Career guidance and counseling necessary for successful transition from school to work

At the beginning of the century, Parsons emphasized the importance of helping young people transition from school to work. After more than eight decades, half of the nation's student population is still beset with circumstances that limit their prospects for a good life (The William T. Grant Foundation Commission on Work, Family, and Citizenship, 1988). Calls to do more on their behalf mount. To a great extent, career guidance and counseling is envisioned as an important component in preparing students for the world of work. The Carl D. Perkins Vocational and Applied Technology Education Act of 1990 and the School-To-Work Opportunities Act (STWOA) of 1994 chronicle the significance of career guidance and counseling in reforming education.

Both the Perkins Act and STWOA are designed to respond to the critical need to prepare our young people for the world of work and to make our workforce more competitive in the global economy. Broader and more encompassing in scope than the Perkins Act, the purpose of the STWOA is to establish school-to-work systems that bring together partnerships of educators, employers, and businesses to build high quality school-to-work programs. It is designed to provide *all students*—not just students in vocational technical education programs—the opportunity for work-based learning experiences. The Perkins Act sets the direction for state and local agencies as they develop vocational and applied technology education programs to equip youth and adults with the academic and technical skills needed in today's and tomorrow's labor market. Both laws include explicit career guidance and counseling provisions which are considered crucial to their successful implementation.

While Title III, Part C provisions for career guidance and counseling authorized in the 1990 Perkins Act have never been funded, the presence of the language in the legislation has tended to guide national thinking and practice. There are also many career guidance and counseling activities in funded sections of the legislation that are required or recommended. Thus, the legislation must not be taken lightly.

In January 1995, the Office of Special Populations was reorganized to become the Office of Student Services. It is the mission of the Office of Student Services to work nationally to promote the full range of quality programs and services that assist all students (secondary and postsecondary) including members of special populations to successfully transition from school to work.

University of Illinois at Urbana-Champaign College of Education January, 1995

This BRIEF highlights career guidance and counseling provisions contained in the Perkins Act and the STWOA. It provides a discussion of these provisions in both laws pertaining to the following areas: definition, targeted population, activities and services, programs, and professional development. A table (on pages 3 to 5) of the career guidance and counseling provisions in both federal laws is presented.

Definition

While the term "career guidance and counseling" is defined in much the same way in both the STWOA and Perkins Act (see page 3), the STWOA expands the Perkins definition by emphasizing the need for programs designed to promote equity and fairness in career choice. The actual language stresses programs "that aid students to develop career options with attention to surmounting gender, race, ethnic, disability, language, or socioeconomic impediments to career options and encouraging careers in nontraditional employment." [Sec.4(4)(C)].

Target Populations

"All students" are to be served under the STWOA

The 1990 Perkins Act clearly stipulates that states must make career and guidance counseling programs be equally accessible to students from special populations (Sec.118—required) and address the career development, vocational education and employment needs of vocational education students and potential students (Sec. 322—not funded). While the Perkins Act contains provisions requiring "full participation" of students who are members of special populations, the STWOA legislation stresses that "all students" must be served. By STWOA definition, "all" includes members of special populations as defined by the Perkins Act.

Programs, Services, and Activities

Three components of STWOA:
- **school-based learning**
- **work-based learning**
- **connecting activities**

The STWOA legislation encourages states to employ various approaches in developing and implementing school-to-work opportunities programs. At the core of this statute are three components: school-based learning, work-based learning, and connecting activities. Activities listed under the school-based learning component include:

- career awareness and career exploration and counseling beginning at the earliest possible age, but not later than the 7th grade, and
- selection of a career major not later than the 11th grade.

Unlike the Perkins Act, the STWOA stipulates when students (by grade levels) are to be exposed to career awareness and counseling, and select a career major. Understandably, strong school-to-work systems will have a comprehensive career and guidance counseling program built in. Under the Perkins Act, specific national, state, local, and special programs are to include provisions on career guidance and counseling. Both laws call for professionally licensed and trained counselors to administer career guidance and counseling.

Professional Development

Ongoing professional development activities are essential

Although the importance of professional development activities for counseling personnel is stressed in the STWOA and Perkins Act, sources of funding for such activities are not required but interspersed throughout the funded provisions of both acts. For counselors to effectively provide the nation's diverse student population with comprehensive career exploration and planning for life after graduation, a systematic plan of staff development activities and technical assistance is essential.

The STWO and Perkins Acts promote counselor involvement and commitment to assist all students to reach their full potential and become productive citizens of the nation. The explicit career guidance and counseling language in both laws signifies the power of career guidance and counseling in making the connection between school and the world of work.

Career Guidance and Counseling Provisions Contained in the Perkins Act of 1990 and STWOA of 1994
(Cited provisions are either quoted from the laws or paraphrased.)

AREAS	Perkins Act of 1990	STWOA of 1994
DEFINITION	**Section 521(5).** The term "career guidance and counseling" means programs— **(a)** which pertain to the body of subject matter and related techniques and methods organized for the development in individuals of career awareness, career planning, career decision making, placement skills, and knowledge and understanding of local, State, and national, occupational, educational, and labor market needs, trends, and opportunities; and **(b)** which assist such individuals in making and implementing informed educational and occupational choices.	**Section 4(4)(A) and (B).** The term "career guidance and counseling" has the same definition as in the Perkins Act. In addition, the term means programs— **(C)** that aid students to develop career options with attention to surmounting gender, race, ethnic, disability, language, or socioeconomic impediments to career options and encouraging careers in nontraditional employment. **Section 4(5).** Defines the term "career major" as a coherent sequence of courses or field of study. **Under this section, (A)** to **(F)** provides a discussion of career major.
TARGET POPULATIONS	**Section 118(a).** States . . . shall provide assurances that— **(2)** students from special populations will be provided with equal access to full range of vocational education programs, . . . including occupationally specific courses of study, cooperative education, apprenticeship programs, and, to the extent practicable, comprehensive career guidance and counseling services. **Section 322.** Grant funds under Part C—Comprehensive Career Guid-ance and Counseling Programs—may be used for programs such as— **(a)** career guidance and counseling programs (organized and administered by certified counselors) to meet the career development, vocational education, and employment needs of vocational education students and potential students. **(b)** programs of career guidance and counseling that shall encourage the elimination of sex, age, handicapping condition, and race bias and stereotyping, . . . and be accessible to all segments of the population, including women, minorities, the handicapped, and the economically disadvantaged.	**Section 3(a).** The purposes of this Act are— **(1)** to establish a national framework within which all States can create statewide School-to-Work Opportunities systems that **(C)** offer opportunities for all students to participate in a performance-based education and training program that will **(i)** enable students to earn portable credentials; **(ii)** prepare students for first jobs in high-wage careers; and **(iii)** increase their opportunities for further education. **(12)** to expose students to a broad array of career opportunities, and facilitate the selection of career majors, based on individual interests, goals, strengths, and abilities. **Section 4(2).** The term "all students" means both male and female students from a broad range of backgrounds and circumstances, including disadvantaged students, students with diverse racial, ethnic, or cultural backgrounds, American Indians, Alaska Natives, Native Hawaiians, students with disabilities, students with limited English proficiency, migrant children, school dropouts, and academically talented students.
SERVICES AND ACTIVITIES	**Section 117(b).** Local program improvement plans shall describe how to identify/modify programs, including— **(1)** a description of vocational education and career development strategies designed to achieve progress in improving effectiveness of the program conducted with assistance under this Act. **Section 118(c).** Each eligible recipient shall— **(4)** provide guidance and counseling, and career development activities conducted by professionally trained counselors and teachers who are associated with the provisions of such special services. **(5)** provide counseling and instructional services designed to facilitate the transition from school to post-school employment and career opportunities. **Section 366(a).** Each recipient shall employ a parent/community coordinator to provide for the active participation of parents . . . by— **(5)(E)** establishing a Council of Advisors with representation from guidance counselors who are **[Section 367(b)(2)]** full-time certified or licensed to assist, enhance, and monitor student progress. **Section 413(a).** Demonstration centers for the retraining of dislocated workers may provide assessment and counseling services to this group.	**Section 102.** The school-based learning component of a School-to-Work Opportunities Program shall include-- **(1)** career awareness and career exploration and counseling (beginning at the earliest possible age, but not later than the 7th grade) to help students identify and select or reconsider, their interests, goals, and career majors, including those options that may not be traditional for their gender, race, or ethnicity. **(2)** initial selection by interested students of a career major not later than the beginning of the 11th grade. **Section 215(c).** In carrying out the statewide School-to-Work Opportunities System, the State may also— **(10)** design career awareness and exploration activities such as job shadowing, job site visits, school visits by individuals in various occupations, and mentoring. **(15)** provide career exploration and awareness services, counseling and mentoring services, college awareness and preparation services, and other services to prepare students for the transition from school to work.

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AREAS	Perkins Act of 1990	STWOA of 1994
PROGRAMS	**Section 221.** Programs for Single Parents, Displaced Homemakers, and Single Pregnant Women **(a)** Each State shall use funds under section 102(a)(2)(A) only to— **(1)** provide, subsidize, reimburse, or pay preparatory services, including career guidance and counseling services, in preparation for vocational education and training that will furnish these groups with marketable skills. **(5)** inform single parents, displaced homemakers, and single pregnant women of vocational education programs, related support services, and career counseling. **Section 222.** Sex Equity Programs **(a)** States shall use funds for— **(1)** programs, services, comprehensive career guidance and counseling, and activities to eliminate sex bias and stereotyping in secondary and postsecondary vocational education. **Section 235(c)(2)(D).** Grant funds for secondary, postsecondary, and adult vocational education programs may be used for activities such as guidance and counseling. **Section 240.** Any local application desiring funds under Part C shall— **(12)(A)** provide assurances that the eligible recipient will provide a vocational education program that encourages students through counseling to pursue coherent sequence of courses. **Sections 321.** The Secretary is authorized to make grants to States to assist them in conducting career guidance and counseling authorized by this part-Comprehensive Career Guidance and Counseling Programs. **Section 322.** Grants to any States under this part will be used . . . for programs designed to improve, expand, and extend career guidance and counseling programs to meet the career development, . . . needs of vocational education students, and employment needs of vocational education students. **Section 332(b)(1).** Business-labor-education partnership training programs shall include training and career counseling that will enable workers to (H) retain and (I) upgrade their jobs. **Section 365.** States shall establish a support system in community education employment center to coordinate student services, including: **(1)(A)** a comprehensive guidance and counseling program, providing guidance for career and personal decision making and postsecondary institution placement. **(2)(A)** an on-site job service office to offer students career guidance and employment counseling. **Section 375(b)(1)(F).** Grants under this part shall be used to establish vocational education lighthouse schools to serve as model vocational education programs that offer a full range of programs, including comprehensive career guidance and counseling, for students who plan to seek employment upon graduation or who will enroll in a 2- or 4- year college. **Section 417(b)(3).** Funds awarded to educational programs for federal correctional institutions may be used for guidance and counseling programs. **Section 419(b)(1).** The regional model centers for skilled trades established pursuant to subsection (a) shall provide training and career counseling for skilled tradesmen in areas of skill shortages or projected skilled shortages. **Section 420A(a)(6)(B)(i).** Agriculture action centers shall provide services, including crisis management counseling and outreach counseling to include family members of the affected individual.	**Section 213(d).** A State plan referred to in subsection (b)(1) shall— **(9)** describe how the State will expand and improve career and academic counseling in the elementary and secondary grades, which may include linkages to career counseling and labor market information services outside of the school system. **(16)** describe the process for assessing skills and knowledge required in career majors, and the process for awarding skill certificates that is, to the extent feasible, consistent with the skills standards certification systems endorsed under the National Skill Standards Act of 1994. **(17)** describe how the State will ensure that students in STWOA programs are provided, to the greatest extent possible, with flexibility to develop new career goals over time and to change career majors. **Section 215(b)(4).** A local partnership shall expend funds only for activities undertaken to carry out local School-to-Work Opportunities programs, and such activities may include, for each program— **(G)** providing career exploration and awareness services, counseling and mentoring services, college awareness and preparation services, and other services to prepare students for the transition from school to work. **(O)** enhancing linkages between after-school, weekend, and summer jobs, career exploration, and school-based learning.

AREAS	Perkins Act of 1990	STWOA of 1994
PROFESSIONAL DEVELOPMENT	**Section 101A.** The Center for the Advancement of Pacific Education in Honolulu, Hawaii shall provide grants for vocational education and training to the territories for the purpose of providing direct educational services, including teacher and counselor training and retraining. **Section 113(b)(20).** Each State shall— **(A)** provide assurances that the State will provide leadership, supervision, and resources for comprehensive career guidance and vocational counseling. **(B)** annually assess and report on the degree to which expenditures aggregated within the State for career guidance and vocational counseling from allotments under title II are not less than such expenditures for such guidance and counseling within the State in fiscal year 1988. **Section 201(b)(1).** State programs shall include professional development activities for teachers and counselors working with vocational education students and community based-organizations. **Section 322(b).** Career guidance and counseling programs shall consist of— **(2)** services and activities designed to ensure the quality and effectiveness of career guidance and counseling programs and projects under this part, such as counselor education and the development of career information delivery systems. **(3)** projects which provide opportunities for counselors to obtain firsthand experience in business and industry. **Section 344(b)(5).** Tech-Prep programs shall include training programs for counselors. **Section (408).** The National Occupational Information Coordinating Committee will continue training and technical assistance activities to support comprehensive guidance and vocational counseling programs. **Section 412(d)(2).** In awarding grants under part B, the Secretary shall give priority to demonstration programs that serve teachers, administrators, and counselors in need of training or retraining. **Section 414(b)(1).** Leadership development grants awarded to higher education institutions that are intended to meet the State's need for qualified career guidance personnel shall offer comprehensive vocational education and supporting services and disciplines such as career guidance and vocational counseling.	**Section 104(3).** The connecting activities of a School-to-Work Opportunities program shall include providing technical assistance and services to employers in **(A)** designing counseling and case management services, and **(B)** training teachers, workplace mentors, school site mentors, and counselors. **Section 205.** States will use amounts received from development grants for activities to develop a statewide School-to-Work Opportunities system, which may include— **(7)** supporting local planning and development activities to provide guidance, training and technical assistance for teachers, employers, mentors, counselors, administrators, and others in the development of School-to-Work Opportunities programs. **(9)** developing a training and technical support system for teachers, employers, mentors, counselors, related services personnel, and others that include specialized training and technical support for the counseling and training of women, minorities, and individuals with disabilities for high-skill, high-wage careers in nontraditional employment. **Section 213(d)(7).** State implementation grants shall describe the strategy for providing training for teachers, employers, mentors, counselors, related services personnel, and others, including specialized training and technical support for the counseling and training of women, minorities, and individuals with disabilities for high-skill, high-wage careers in nontraditional employment, and provide assurances of coordination with similar training and technical support under other provisions of law. **Section 215(b)(4).** A local partnership shall expend funds provided through subgrants under this subsection only for activities undertaken to carry out local STWO programs, and such activities may include, for each such program (N) designing local strategies to provide adequate planning time and staff development activities for teachers, school counselors, related services personnel, and school site mentors, including opportunities outside the classroom that are at the worksite. **Section 215(c)(3).** In carrying out the statewide School-to-Work Opportunities system, the State may also provide training for teachers, employers, school site mentors, counselors, and other parties.

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SCHOOL-TO-WORK OPPORTUNITIES INITIATIVE

E. ROLE OF THE EMPLOYER

AND

WORKSITE REQUIREMENTS

(This is an excerpt from a draft
PROGRAM HIGHLIGHTS AND GUIDE
FOR
EMPLOYERS)

ROLE OF THE EMPLOYER	Employers play a major role in the SCHOOL-TO-WORK OPPORTUNITIES INITIATIVE through the work-based learning component, providing worksite mentors and engaging in a large variety of other school-based and work-based activities.
Managing the Work-Based Learning Component	Designing and managing the work-based learning experience - • Coordinate with schools to plan a beneficial work-based learning experiences. • Identify tasks and the skills needed to perform at the worksite or industry. • Assign mentors and job coaches for student learners. • Work with teacher(s) and/or school coordinator(s) to insure that 1) school curricula reflect the needs of the worksite and 2) work-based and school-based learning are integrated, and 3) agreed-upon skill standards are achieved by the youth. • Sequence worksite experience to provide 1) opportunities to learn multiple tasks in an occupational cluster and 2) exposure to all aspects of the company or industry.
Mentor(s)	Providing training in job skills and social and personal aspects of work. Employer Mentor(s) - • Introduce student learners to the workplace culture. • Advise on career directions and opportunities. • Help resolve work related problems.

Mentors (continued)	• Demonstrate task performance by doing the task while the student observes. • Explain how to perform a task correctly. • Explain why a task is performed a certain way. • Monitor and critique the student learner's attempts to do the task. • Model problem-solving by thinking aloud and demonstrating problem-solving strategies.
OTHER WAYS TO PARTICIPATE	Update teachers and school administrators on skills needed in the workplace. Conduct staff development programs in highly technical areas for teachers. Provide summer employment opportunities for teachers in technical areas so they can bring back what they learn to thier classroom. Donate or allow the use of high-tech equipment for student learning.

OTHER WAYS TO PARTICIPATE (continued)	Develop promotional material regarding career opportunities in an occupation or industry. Provide career-related summer employment opportunities for youth. Sponsor a registered apprenticeship opportunity with the Bureau of Apprenticeship and Training. Invite students and teachers to participate in in-house training sessions. Provide opportunities for job shadowing and internships. Adopt a school. Offer job placement assistance. Initiate or expand a Cooperative Education Program. Sponsor a career-oriented student organization. Participate in an occupational or industry speakers' bureau. Provide tours for students to visit worksites. Provide information about careers. Expose high school students to work-day realities. Serve as a consultant to a school-based enterprise (student run business). Publicly recognize high quality students, teachers and schools. Create a community climate supportive of learning job skills and continuing education. Provide scholarships and financial aid to student learners.

CONDITIONS OF EMPLOYMENT FOR YOUTH	**Displacement** No employer shall hire a student learner who will displace currently employed worker. **Collective Bargaining** The program must not impair existing collective bargaining agreements. **Safety** Student learners will be provided with adequate and safe equipment and a safe and healthful workplace in conformity with all health and safety standards of federal and state laws. **Student Learner Wages** While student learners are employed the employer shall pay youth the state minimum wage ($ 5.05 per hour) or a agreed upon higher wage for all hours worked as part of the work-based learning component of the program. **Employment Permits** Employers shall have a current employment permit for each youth under the age of eighteen. **Child Labor Laws** The Departments of Labor and Education will work cooperatively to address current New Jersey child labor laws and regulations in order to facilitate the participation of youth between the ages of 14 years and 18 years of age in the New Jersey SCHOOL-TO-WORK OPPORTUNITIES INITIATIVE. **Worker's Compensation** Employers will be responsible for providing workers' compensation coverage for the student learner while he or she is on the work site.

Employers are responsible for complying with all applicable state and federal child labor laws and minimum wage requirements while participaing in the SCHOOL-TO-WORK OPPORTUNITIES INITIATIVE. For information employers can telephone the New Jersey Department of Labor, Division of Workplace Standards at (609) 292-2337.

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"Providing Access for Special Populations to Quality Vocational Education in Wisconsin,"

prepared by the Center on Education and Work

for the Wisconsin Council on Vocational Education

June, 1994

Special Populations per Carl Perkins:

- individuals with disabilities
- educationally disadvantaged
- economically disadvantaged
- foster children
- limited English proficiency
- participants in programs eliminating sex bias
- individuals in correctional institutions

SECONDARY LEVEL

Students from special populations are enrolled in vocational programs at 'rates that match and slightly exceed their incidence in the general high school population.'

"34% of the general student body statewide are members of special populations groups,

and 36% of students participating in vocational education are members of special populations."

FINDINGS

1. 'Tech Prep, Youth Apprenticeship and a number of School-to-Work initiatives...

- lack knowledge about special populations' participation,...
- do not target special populations,...
- and collect little information on special populations' participation.'

2. "Disadvantaged students comprise the highest percentage of dropouts from vocational education programs, nearly double the number of regular students who drop out of vocational education."

NOW
HEAR
THIS!!

3. "Currently there is no capacity to determine consistency in program delivery trends for vocational education programs and services to students with disabilities."

4. "Academically and economically disadvantaged youth in Wisconsin comprise the largest percentage of special populations in vocational education courses, but appear to be receiving fewer services than other special population groups to assist them in succeeding."

5. "There are few specific services that help students (with limited English proficiency) bridge successfully to the world of work or higher education."

POST-SECONDARY LEVEL

Client Reporting System

- 35% graduation rate for all special pops. except LEP & Sex Bias Program
- Job placement rate averaged 83% vs. 91% for general population
- Sp. Pops. enrolled in all occupational areas

- Many academically & economically disadvantaged students are in Adult Basic Education

- Transition services are best for students with disabilities

- Disadvantaged & LEP groups lack a support network

- No definitive data on special populations post-secondary enrollment in Tech Prep.
- Lack of information regarding special pops. entry patterns into WTCS

RECOMMENDATIONS OF THE WCOVE REPORT ON SPECIAL POPULATIONS:

1. "Support consistent and reliable data collection processes and reporting for special populations.

2. Focus on program success rather than on student failure.

3. Promote inclusion of special populations in Tech Prep and School-to-Work initiatives.

4. Expand evaluation to include program practices and quality as well as program inputs and outcomes.

5. **Study the impact of concentrating federal Perkins funds to areas with a high incidence of special populations students.**

6. Develop follow-up reporting procedures for special populations students.

... Detailed follow-up reporting can provide information on

- economic self-sufficiency,
- independent living and
- the nature and quality of employment."